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ABSTRACT

This document lists issues in elementary and secondary education which were identified by a review of education journals and newspapers, including: Congressional Quarterly, Education Daily, Education U.S.A., Harvard Educational Review, National Journal, Newsweek, New York Times, Phi Delta Kappan, School Review, Time, Wall Street Journal, and Washington Post. A description of the procedures used to identify the issues--(1) identify potential issue; (2) analyze to determine nature of concern; (3) choose format for issue question; and (4) assess importance--is given in the introduction. The listing is divided into four major sections: (1) population served; (2) services provided; (3) organization for delivery of services; and (4) finance. Within the four major sections, the issues are listed according to topic areas appearing in alphabetical order. Issue questions within a topic area may appear in hierarchical form with the subissues grouped under global issues. (JD)

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ED244903

INTERIM REPORT

LISTING OF ISSUES IN AMERICAN ELEMENTARY AND SECONDARY EDUCATION, 1979

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SP 023 882

INTRODUCTION

The purpose of the National Center for Education Statistics (NCES) as established in the Education Amendments of 1974 (P.L. 93-380) includes the collection and reporting of statistics describing conditions of education in the United States and the preparation of specialized reports focusing on the meaning and significance of these statistics. Given a finite budget, it is critical for NCES to anticipate the future information needs of educational decisionmakers and policymakers. NCES recognized a need for assistance in developing a system for identifying current and emerging issues in elementary and secondary education; such assistance was provided by the American Institutes for Research (AIR) as part of its work as the Statistical Analysis Group in Education (SAGE).

This monograph is one of the products of the SAGE efforts. It provides a summary listing of all issues identified by AIR, irrespective of importance, using the procedures described below. A related SAGE technical report, entitled Issues in Elementary and Secondary Education (Russ-Eft, Rubin, & Holmen, 1980), reviews some of the major issue areas facing elementary and secondary education and presents the most important issue questions in each area, along with relevant data sources that might be used to address each question.

Procedures Used to Identify Issues

The first step in the issue identification process was developing a useful definition of "issue." The dictionary defines an "issue" as (1) a point of discussion, debate, or dispute and (2) a matter of wide public concern" (Morris, 1971). Extending that definition somewhat, we can define an issue as a question whose answer is important in resolving or structuring discussions, debates, and disputes among individuals. By defining an issue as a question, we are avoiding a formulation in terms of statements, either as "topics of concern," such as "school finance" or "desegregation," or as declarations of fact. Both of these latter formulations suffer from being too vague, and they place the burden on the reader to decide or identify the points of debate. Questions, on the other hand, directly indicate information needs, thus serving the ultimate purpose of issue identification.

Having defined an issue, it is important to clarify different types of issues. By specifying the types of issues of greatest importance to this task, we would avoid a futile effort to identify all possible points of debate, most of which would bear little relation to NCES planning. An empirical issue is one that can be answered by the gathering of information. A research issue is an empirical issue in which the answer verifies or contradicts a scientific hypothesis or theory. A policy issue may or may not be empirical, but the alternative answers or resolutions to that issue have implications for policy in that they support certain decisions or actions. For NCES, empirical policy issues are of special importance, since a major goal of the Center's mission is to provide the information necessary for formulating and evaluating federal education policy alternatives.

The issue identification process focused on a review of printed sources. To determine important written documents for this review, interviews were conducted with individuals active in the national policy-making arena. The following publications were identified as being key sources and were subsequently monitored by the project staff:

Congressional Quarterly (CQ)
Education Daily (ED)
Education U.S.A. (EUSA)
Harvard Educational Review (HER)
National Journal (NJ)
Newsweek (N)
New York Times (NYT)
Phi Delta Kappan (PDK)
School Review (S)
Time (T)
Wall Street Journal (WSJ)
Washington Post (WP)

In view of the need to identify current issues, as well as the large volume of material to be reviewed, the staff decided to monitor documents published between 1 March 1978 and 30 April 1979. Future replications of this effort might focus on a similar time period every two or three years to update the Center's issue-base for planning data collection and reporting activities.

To provide direction for the staff who carry out the issue identification task, four general criteria were used to determine whether a

a potential issue would be recorded:

(1) Any identified issue must pertain to elementary or secondary education.

(2) Evidence must exist of potential disagreement or debate about the answer to the question.

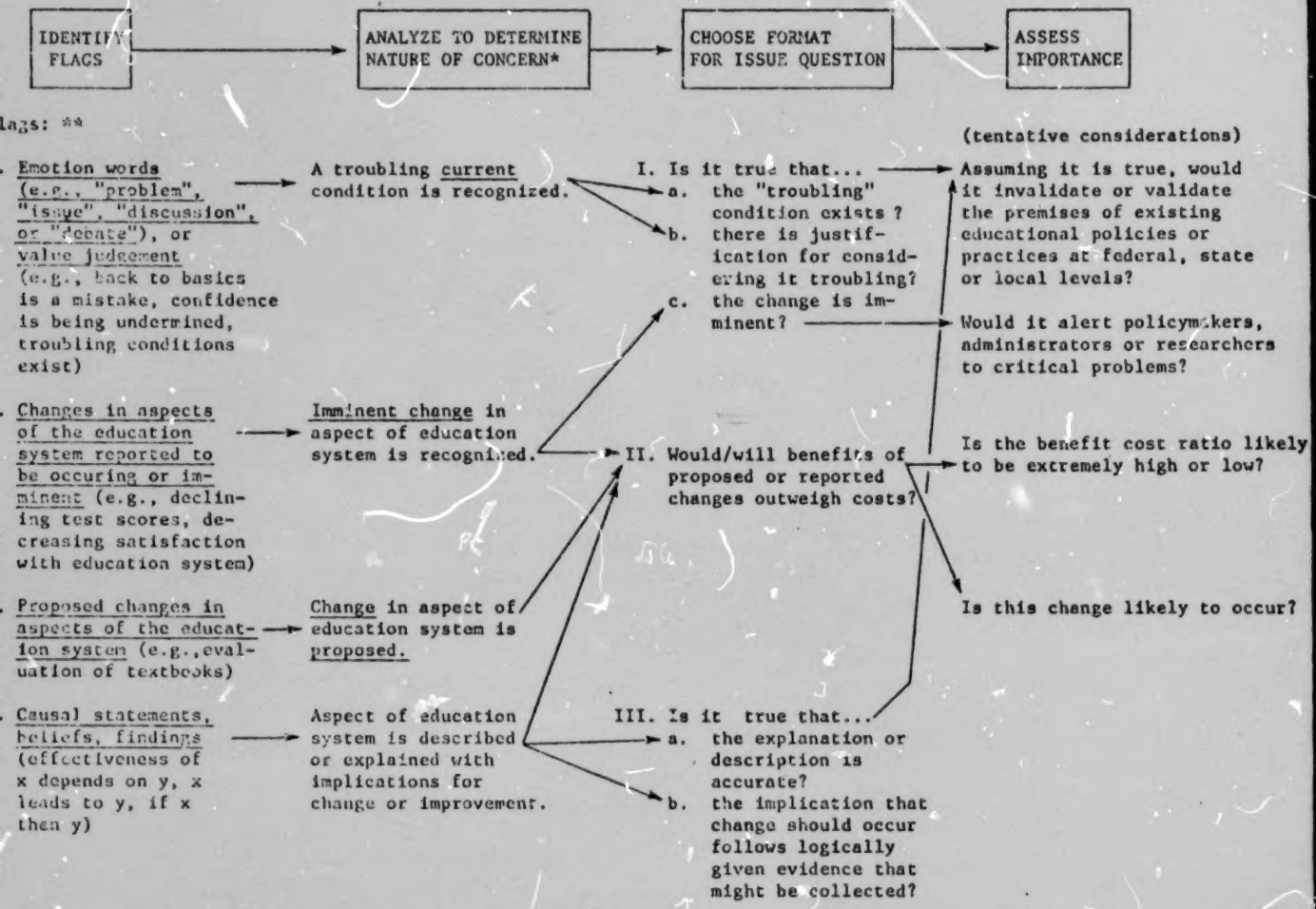
(3) The issue should be a matter of wide public concern.

(4) The possibility must exist for information to be gathered or reported that would illuminate the debate surrounding the issue.

Formal guidelines were developed to assist the staff in identifying issue material and formulating issue questions embodied in the documents. In particular, certain indicators were used to signal the presence of an issue question. These included (1) emotion words (e.g., "problem," "issue," "debate") or value judgments; (2) reports of current or imminent changes in aspects of the education system; (3) reports of proposed changes in aspects of the education system; and (4) causal statements, beliefs, or findings. The presence of any one of these indicators provided the basis for inspecting and analyzing the nature of the concerns more closely. Based on this analysis, the staff member selected the most appropriate one of several specified formats, and the issue was written as a question in that format. The entire process is displayed in Figure 1 and can be considered to be the operational definition of an "issue" for this project.

After recording each issue question on an "issue card," the staff member attempted to assign the issue to a specific location within a taxonomy. The purpose of this assignment was threefold. First, for many potentially important issues being identified, the taxonomy provided a convenient mechanism for charting the relationships among them. Second, assignment to the taxonomy afforded some further insight into the nature of the debate. Third, later review of the issue cards in a part of the taxonomy supplied the reader with an overview of the current debates in that particular area of concern. The taxonomy for recording and indexing issues in documents is presented in Figure 2.

An overview of the entire document review process appears in Figure 3. It provides a listing of each of the steps followed by the readers.


IDENTIFY FLAGS
ANALYZE TO DETERMINE NATURE OF CONCERN*
CHOOSE FORMAT FOR ISSUE QUESTION
ASSESS IMPORTANCE
lags: **
(tentative considerations)
. Emotion words (e.g., "problem", "issue", "discussion", or "debate"), or value judgement (e.g., back to basics is a mistake, confidence is being undermined, troubling conditions exist)
A troubling current condition is recognized.
I. Is it true that...
a. the "troubling" condition exists ?
b. there is justification for considering it troubling?
c. the change is imminent?
Assuming it is true, would it invalidate or validate the premises of existing educational policies or practices at federal, state or local levels?
Would it alert policymakers, administrators or researchers to critical problems?
. Changes in aspects of the education system reported to be occuring or imminent (e.g., declining test scores, decreasing satisfaction with education system)
Imminent change in aspect of education system is recognized.
II. Would/will benefits of proposed or reported changes outweigh costs?
Is the benefit cost ratio likely to be extremely high or low?
. Proposed changes in aspects of the education system (e.g.,evaluation of textbooks)
Change in aspect of education system is proposed.
Is this change likely to occur?
. Causal statements, beliefs, findings (effectiveness of x depends on y, x leads to y, if x then y)
Aspect of education system is described or explained with implications for change or improvement.
III. Is it true that...
a. the explanation or description is accurate?
b. the implication that change should occur follows logically given evidence that might be collected?

Many paragraphs will begin with a general topic sentence that contains a Flag. Continue reading the paragraph to extract the most specific description(s) of concern(s) the author(s) makes.

If a sentence contains more than a single Flag consider multiple kinds of concern and multiple issue questions.

Figure 1. Guide for identifying issues in documents.

	w	x	y	z*
I. POPULATION SERVED				
A. Subgroups				
1. Black				
2. Hispanic				
3. Women				
4. Handicapped				
5. Other				
6. All				
B. Who decides?				
C. What criteria?				
D. What social services/what costs?				
E. Social environment				
II. SERVICES PROVIDED				
A. Objectives of Instruction				
1. Selection of				
a. public role				
i. parents				
ii. students				
b. staff role				
c. government role				
2. General nature and purpose of				
3. Academic skill levels				
4. Non-academic objectives				
a. physical education				
b. moral education				
B. Instruction				
1. Instruction (curricula)				
a. traditional (3r)				
b. nontraditional				
i. drug/alcohol abuse				
ii. sex education				
iii. other				
c. relevance to students				
2. Methods				
a. selection of/improvement of				
i. public role				
ii. teacher's role				
iii. role of systematic evaluation				
iv. particular ideas on methods				
b. general nature				
i. use of technology				
ii. distinct vs. overlapping subjects				
iii. use of packages				
iv. teaching techniques				
v. other				
c. diffusion of innovation				
C. Evaluation (testing)				
1. standards for assessing student progress, including credentialing students				
2. methods of evaluation				
3. selection of methods				
4. roles (federal, state, local)				
D. Counseling				
E. Other (including outcomes)				

	w	x	y	z
III. ORGANIZATION FOR DELIVERY				
A. Staffing				
1. qualifications/ selection criteria				
2. selection procedure				
3. promotion				
4. salary				
5. affirmative action				
6. inservice training				
B. Management				
1. of staff				
2. of students				
3. new techniques				
4. evaluation of				
C. Administrative Structure				
1. local				
2. district				
3. state				
4. federal				
D. Plant				
1. alternative school/ classroom organization				
2. energy efficiency				
3. building safety				
4. transportation				
E. Reform and Innovation				
1. Roles in				
a. federal				
b. state				
c. teacher				
d. student				
e. parent				
f. lobbyist				
2. Techniques of				
a. financial incentives				
b. mandates				
c. bargaining/negotiation				
F. Coordination of Services				
IV. FINANCE				
A. Federal Role				
1. what?				
2. how?				
3. which agencies?				
B. Who bears cost?				
C. How much?				
D. Method of Revenue Collection				
E. Method of Distribution				
F. Who decides?				

* w = problematic; x = change reported; y = change proposed; z = causal statement

Figure 2. Taxonomy for recording and indexing issues in documents.

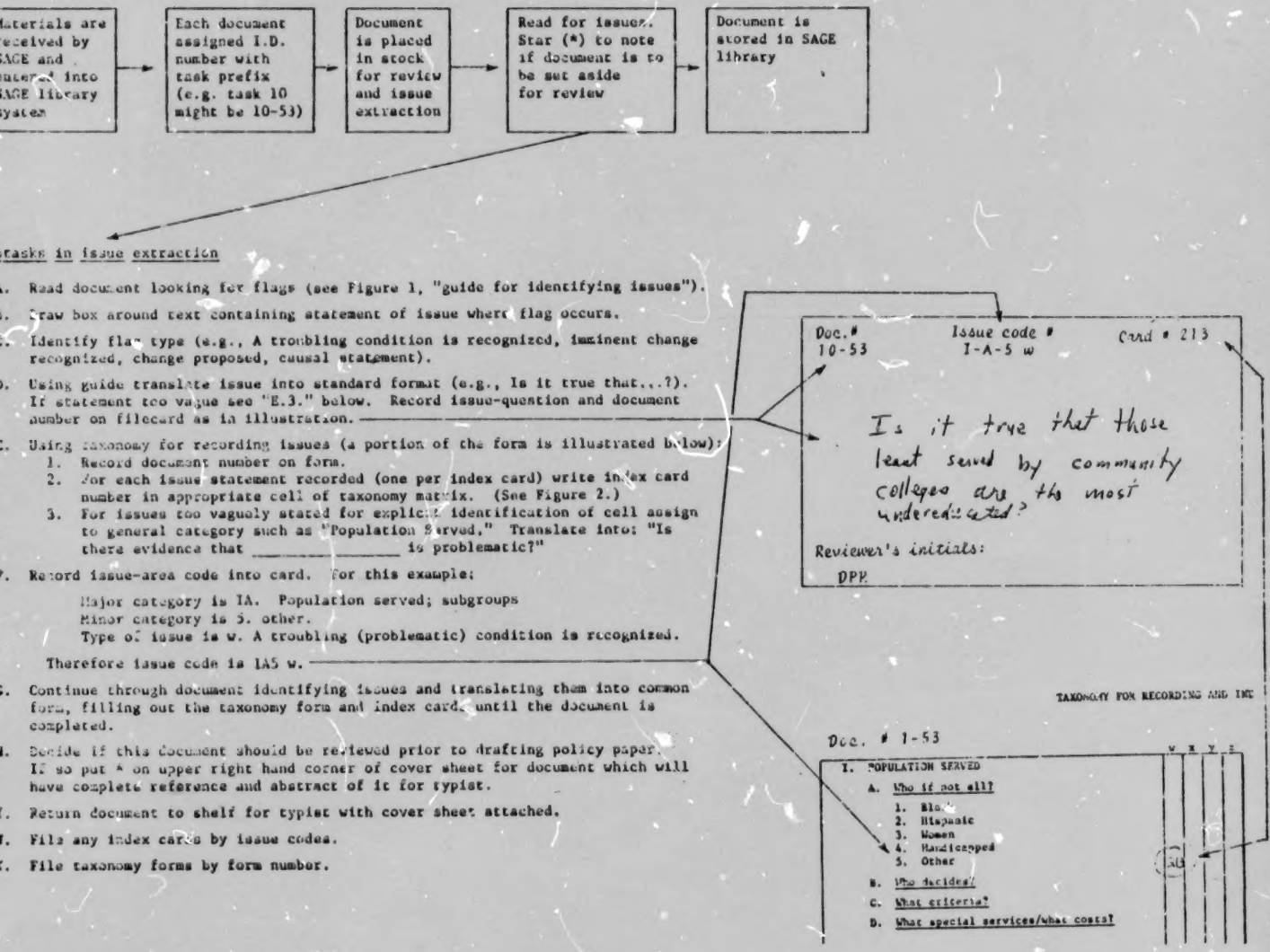

aterials are eceived by AGE and ntered into AGE library ystem
Each document assigned I.D. number with task prefix (e.g. task 10 might be 10-53)
Document is placed in stock for review and issue extraction
Read for issues. Star (*) to note if document is to be set aside for review
Document is stored in SAGE library
asks in issue extraction
1. Read document looking for flags (see Figure 1, "guide for identifying issues").
2. Draw box around text containing statement of issue where flag occurs.
3. Identify flag type (e.g., A troubling condition is recognized, imminent change recognized, change proposed, causal statement).
4. Using guide translate issue into standard format (e.g., Is it true that...?). If statement too vague see "E.3." below. Record issue-question and document number on filecard as in illustration.
5. Using taxonomy for recording issues (a portion of the form is illustrated below):
1. Record document number on form.
2. For each issue statement recorded (one per index card) write index card number in appropriate cell of taxonomy matrix. (See Figure 2.)
3. For issues too vaguely stated for explicit identification of cell assign to general category such as "Population Served." Translate into: "Is there evidence that _____ is problematic?"
6. Record issue-area code into card. For this example:
Major category is IA. Population served; subgroups
Minor category is 5. other.
Type of issue is w. A troubling (problematic) condition is recognized.
Therefore issue code is 1A5 w.
7. Continue through document identifying issues and translating them into common form, filling out the taxonomy form and index card, until the document is completed.
8. Decide if this document should be reviewed prior to drafting policy paper. If so put * on upper right hand corner of cover sheet for document which will have complete reference and abstract of it for typist.
9. Return document to shelf for typist with cover sheet attached.
10. File any index cards by issue codes.
11. File taxonomy forms by form number.
Doc.# 10-53
Issue code # I-A-5 w
Card # 213
Is it true that those least served by community colleges are the most undereducated?
Reviewer's initials:
DPR
TAXONOMY FOR RECORDING AND INT
Doc. # 1-53
I. POPULATION SERVED
A. Who if not all?
1. Blk.
2. Hispanic
3. Women
4. Handicapped
5. Other
B. Who decides?
C. What criteria?
D. What special services/what costs?

Figure 3. Overview of document review.

Although the taxonomy provided a deductively developed categorization, it was recognized that an inductively-developed taxonomy would be more closely tied to current issues and concerns. Therefore, the staff followed the procedures listed below. It should be noted that these are a modification of guidelines set forth by Flanagan (1954, 1974) for analyzing critical incidents. (Indeed, the entire process of issue identification can be viewed as an adaptation of the critical incident technique.)

1. Select a general frame of reference.
2. Sort a sample of issue cards into a few piles in accordance with the selected frame of reference.
3. Formulate tentative headings for the major categories.
4. Sort additional issue cards into these major areas and set up new subcategories as necessary. (During this process, all issue cards that were so similar that they would remain together regardless of changes in category definitions were clipped together and treated as one unit.)
5. Prepare tentative definitions for major headings and generalized issue questions for each of the main categories of issues.
6. Redefine major areas and issue questions as necessary while issue cards are being classified.
7. Have an independent check made on the classification of issue questions.

Contents of the Present Volume

The present document lists issues identified during the literature review and indicates the sources of those issues. The listing is divided into four major sections: (I) Population Served, (II) Services Provided, (III) Organization for Delivery of Services, and (IV) Finance. Within the four major sections, the issues are listed according to topic areas, and these topic areas appear in alphabetical order. Issue questions within a topic area may appear in hierarchical form with the subissues grouped under more global issues.

LISTING OF ISSUES IN

ELEMENTARY AND SECONDARY EDUCATION

The right hand column of the outline contains publication abbreviations for the data sources and associated issues. The listing of publications and their abbreviations is shown below.

Congressional Quarterly (CQ)
Education Daily (ED)
Education U.S.A. (EUSA)
Harvard Educational Review (HER)
National Journal (NJ)
Newsweek (N)
New York Times (NYT)
Phi Delta Kappan (PDK)
School Review (S)
Time (T)
Wall Street Journal (WSJ)
Washington Post (WP)

I. Population served

A. Population size and characteristics

Adult enrollments	1. Is there a trend for increasing numbers of students of all ages (especially adults of all ages) to be enrolled in school?	WP 9/1/78; ED 3/2/79
Declining enrollments	2. Will enrollment declines due to declining birth rate and out-migration from districts lead to problems?	PDK 9/78; ED 12/12/78
	a. Budget reductions?	
	b. An aging teacher force?	
	c. Fewer openings for teachers?	
	d. Poor teacher morale?	
	e. Possible bad effects on neighborhoods where schools close?	
	3. Are middle-class students enrolling more in private schools and less in public schools?	ED 1/18/79
	4. Are blacks leaving the big cities, thus adding to the problem of declining enrollments?	WP 11/7/78
	5. As enrollments decline, does the ethnographic mix of students change?	PDK 9/78
	a. What special programs, if any, will be needed to serve a changed ethnographic mix in California and other states?	EUSA 11/13/78; N 9/18/78
	6. Is the trend of declining enrollments likely to be reversed in the 1980s and 90s?	PDK 9/78; WSJ 1/12/79; ED 3/9/79, 9/6/78; EUSA 2/5/79

	7. Are Catholic schools facing declining overall enrollments, declining enrollments of Catholic students, and increasing enrollments of non-Catholic black students?	ED 3/9/79
	B. Subgroups	
	1. All minorities and women	
Achievement	a. Do women and minority men lag behind white males in educational attainment?	EUSA 8/7/78
Head Start/ Follow Through	b. Are fewer than half the children in Follow Through programs now graduates of Head Start programs?	ED 10/30/78
Opportunities	c. Do whites and non-whites have the same educational opportunities in all regions of the country?	EUSA 9/11/78; PDK 9/78; ED 9/1/78, 9/14/78
	d. Do minority children and girls suffer educational disadvantage from the lack of early encounters with science?	S 11/17/78
	2. Handicapped students	
Eligibility	a. Have some parents coached their children to fail tests so the children will be eligible for special programs?	EUSA 10/23/78
Handicap definitions	b. Are the definitions too vague for such terms as "learning disabled," "dyslexic," "hyperkinetic," "brain damaged," allowing these labels to be applied to problem children for the wrong reasons?	PDK 9/78; HER 8/78

Numbers of handicapped	c. What are the causes of the discrepancy between the estimated numbers of handicapped school-age persons and the reported numbers of handicapped students?	ED 11/16/78; EUSA 11/27/78
	(1) High-school handicapped dropping out due to lack of services?	ED 2/5/79
	(2) Lack of pre-school and post-high-school services?	ED 11/16/78
	(3) Schools not reporting handicapped students so they will not be cited for noncompliance?	ED 3/8/79; EUSA 11/27/78
	(4) Lack of qualified evaluators?	ED 11/16/78, 3/8/79; EUSA 11/27/78
	(5) Disadvantaged handicapped may only be counted as disadvantaged?	ED 11/16/78
	(6) Parents of children in institutions and other non-school settings may be unaware of their children's rights to education?	ED 3/8/79
	(7) Schools counting handicapped children only once a year?	ED 9/25/78
PL 94-142	d. What are the problems in implementing PL 94-142?	ED 2/20/79, 10/27/78
	(1) What are the costs of implementation?	ED 12/12/78, 1/16/79, 3/6/79; NYT 1/15/79; PDK 9/78; EUSA 9/4/78; N 9/4/78; CQ 1/27/79

	(2) Who should bear these costs?	ED 12/12/78, 1/16/79, 3/6/79; NYT 1/15/79; PDK 9/78; EUSA 9/4/78; N 9/4/78; CQ 1/27/79
	(3) Is there a high risk of lawsuits arising under PL 94-142 for such things as mishandling of "nursing chores" by teachers and misinformation to parents by schools concerning their children's progress?	ED 1/16/79; PDK 4/78; N 9/4/78; EUSA 12/18/78
Reverse discrimination	e. Is special education for the handicapped a case of reverse discrimination?	EUSA 12/11/78
Segregation	f. Are some programs for the handicapped segregated?	ED 2/20/79
	(1) Are screening procedures for mentally retarded and emotionally disturbed students biased both culturally and racially?	EUSA 7/17/78; ED 9/13/78
Services	g. What specific services should be provided to educate the handicapped?	
	(1) Year-round education?	ED 12/12/78, 3/13/79
	(2) Private education paid for by the state?	EUSA 10/2/78; PDK 4/78
	(3) Permitting parents to deduct tutoring or tuition as medical expenses?	EUSA 10/2/78
	(4) Making all programs accessible to the handicapped even if the district has none?	EUCA 8/21/78

	(5) Special services for very young, severely handicapped children?	ED 9/27/78, 11/13/78
	(6) Interpreters for the deaf?	ED 9/27/78
	(7) Special grants to rehabilitate the handicapped?	ED 11/13/78
	(8) Increased federal, state, and local commitment to education for the handicapped?	PDK 4/78
	h. How should the "least restrictive educational environment" be defined in practice?	ED 9/5/78, 9/12/78, 9/13/78, 11/13/78, 12/12/78; N 9/4/78; PDK 10/78
	i. To what extent are handicapped children being mainstreamed into academic and cultural activities in schools?	N 9/4/78; ED 3/1/79
Special problems	j. Will special problems arise with particular groups of handicapped children?	
	(1) Junior and senior high levels?	ED 2/20/79
	(2) Parentless handicapped children?	ED 2/21/79, 2/23/79
	3. Black students	
Achievement	a. Are more black than white students illiterate?	ED 10/27/78
	b. Why do black students tend to do more poorly than white students?	NYT 11/29/78
	(1) Culture gap between black students and white teachers?	

	(2) Disproportionately distributed resources within schools?	
	(3) Lower expectations of success on the part of blacks, which act as self-fulfilling prophecies?	
	(4) Greater difficulty for black students in adjusting to the shift to formal and didactic classroom environments which occurs at about grade 3?	
	c. Do most educational programs fail to capitalize on the ability of black students who tend to score higher on IQ tests than their school performance would predict?	ED 9/6/78
"Black flight"	d. What is the extent of "black flight" from inner cities to surrounding suburbs?	EUSA 9/18/78, 11/27/78; WP 11/7/78
	(1) Is this motivated by the desire for better education?	
	(2) What will be the effects of "black flight" on inner-city and suburban schools?	
College enrollment	e. Do disproportionately few blacks take the SAT and enroll in college?	ED 9/18/78; 3/12/7979
	4. Bilingual students	
Discrimination	a. Is bilingual education "separate but equal" in a new guise?	N 10/16/78
Effects	b. Will bilingual education lead to national divisiveness and political instability?	N 10/16/78; CQ 12/2/78

Handicap	c. Are bilingual children handicapped academically by their bilingualism?	EUSA 9/4/78
Monolinguals	d. Should English monolinguals learn to speak another language if it is commonly spoken in their region?	PDK 10/78; N 10/16/78
Services	e. What education should be provided to bilingual children?	N 10/16/78; ED 2/9/79
	(1) Should teachers in the children's native language be required to speak English as well?	ED 9/21/78
	(2) How much maintenance in their own language should students be offered?	NYT 1/7/79; CQ 11/4/78; PDK 9/78; ED 9/5/78; EUSA 12/4/78
	(3) What criteria should determine when some or all classes are taught in English?	EUSA 7/24/78, 1/29/79
	(4) What should schools do to comply with the Lau decision?	EUSA 8/21/78, 9/11/78
	5. Disadvantaged students	
Achievement	a. Have schools had little success in raising the educational achievement of the underprivileged?	PDK 3/78
CETA	b. Will CETA programs lead to resegregation if services are limited to the disadvantaged?	EUSA 11/13/78
Day care	c. Are most day care programs segregated, especially by income, regardless of whether programs are school-affiliated or private?	EUSA 10/16/78

Opportunity	d. Do rich and poor students have the same educational opportunities?	ED 1/18/79
	e. Would improved education for the disadvantaged eliminate the need for special treatment at the college level?	EUSA 7/3/78; PDK 3/78
Title I	f. Will Title I result in unforeseen problems for schools?	ED 1/30/79
	g. Should Title I programs focus on schools with low achievement rather than schools with low income?	EUSA 11/6/78; CQ 11/4/78
	6. Women	
Stereotyping	a. Is sexism still a problem in schools (in staff attitudes, texts, athletics, counseling practices, etc.), especially in vocational education?	PDK 4/78; EUSA 7/17/78
	b. Are boys as limited as girls are by sex stereotyping about careers?	EUSA 9/25/78
WEEA	c. Is full funding of WEEA necessary to allow future generations to grow up without sex stereotypes?	ED 2/2/79
	7. Native American students	
BIA	a. What are the costs and benefits of continuing Bureau of Indian Affairs sponsored boarding schools?	NYT 11/16/78
College enrollment	b. Do a disproportionate number of Native American students fail to enter and to complete both high school and college?	ED 3/6/79

	8. Gifted students	
Handicap	a. Are gifted children "handicapped" and eligible for funds for special education?	N 10/23/78
Inner-city schools	b. Do inner-city schools lose a disproportionate number of gifted children to other schools (many of them private) in comparison to the number of gifted children transferring out of other schools?	N 10/23/78
Minorities	c. What special services should be provided to the gifted and especially to gifted minority children?	N 10/23/78; NYT 12/12/78
Support	d. Should programs for gifted children receive as much attention and funding as those for the disadvantaged?	N 10/23/78
	9. Other subgroups	
Illegal aliens	a. Can, and should, illegal alien children be required to pay tuition in public schools?	EUSA 10/2/78; ED 9/18/78
Indochinese refugees	b. Should the Indochina Refugee Children Assistance Act be extended, or should this program be extended under the Bilingual Education Act?	ED 9/25/78
Rural	c. Are more rural males than city males illiterate?	ED 10/27/78
Youth	d. Is the present educational focus on youth a stumbling block in reaching equality of educational opportunity?	PDK 2/78

	e. Is targeting of programs for children of specific ages made difficult by HEW age discrimination regulations?	ED 1/22/79
	C. Decision criteria	
	1. To what extent do racism and discrimination continue to affect American education?	
Discrimination	a. What can be done about intentional discrimination by school authorities?	ED 1/30/79
	b. To what extent is discrimination a factor in disciplinary actions taken by teachers and administrators?	ED 12/11/78
	c. What can be done about the results of past intentional discrimination?	ED 1/30/79
Racism	d. Is overt and covert racism still a great impediment to education, especially in urban areas?	ED 1/26/79; EUSA 2/5/79
	2. To what extent are continued desegration efforts required in American education?	
Desegregation	a. Does any evidence exist that students perform better in racially mixed schools?	EUSA 9/18/78, 9/25/78, 10/2/78; CQ 10/7/78; WP 9/18/78, 10/14/78; ED 9/28/78; PDK 5/78
	b. Are public schools in the south less segregated than those in the north?	ED 1/26/79
	c. Does desegregation work best when begun in the early elementary years?	WP 10/14/78

	d. Does an educational advantage exist in separate education for blacks and whites?	ED 10/17/78
Private schools	e. Has the growth in popularity of private schools been a form of white flight that parallels the departure of middle-class whites from urban areas to suburban areas?	WSJ 12/15/78, 1/5/79
Resegregation	f. Is resegregation a major problem?	EUSA 9/4/78, 9/18/78; ED 9/28/78, 3/7/79
	3. To what extent have the societal conditions that impinge on desegregation plans changed?	WP 9/12/78
Desegregation	a. Is desegregation too costly for society to afford?	ED 3/8/79
	b. Does most of the cost of desegregation stem from resistance to it?	ED 3/8/79
	c. Would the benefits of monetary incentives to desegregate neighborhoods and schools outweigh the costs?	EUSA 11/27/78; WP 11/11/78
White attitudes	d. Are white parents in both the south and the north more receptive to school integration than they were 15 years ago?	ED 9/11/78; EUSA 9/4/78
	e. Is "white flight" a short-term or non-existent phenomenon?	ED 9/28/78
	f. Do desegregation plans that include the suburbs lessen "white flight?"	ED 9/28/78; EUSA 11/27/78

D. Decisionmakers

Desegregation	1. Do voluntary desegregation plans work, or must desegregation be involuntary and court-ordered?	EUSA 9/4/78, 9/18/78, 10/2/78; ED 9/1/78, 9/13/78, 9/14/78, 9/21/78, 9/28/78, 2/14/79, 2/21/79, 2/23/79, 3/7/79
Discrimination	2. Who should be responsible for taking action in cases of intentional discrimination?	ED 1/30/79
Local control	3. Are state and national desegregation statutes, regulations, and court decisions limiting local policy options?	PDK 10/78

II. Services Provided

A. Objectives

Academics

1. How much focus should schools put on academics? — PDK 4/78

   a. Should schools provide only "basic" education, or should they also teach values and vocational education? — PDK 3/78

   b. Has the federal government hindered the teaching of basic skills by supporting a series of fads in education? — EUSA 2/26/79

Child advocacy

2. Has there been "a critical power shift from child advocates (parents) to an aging population," which has been obscured by controversy over testing? — EUSA 11/27/78

Expectations

3. Has education promised too much?

   a. Should schools promise only an opportunity to learn? — PDK 4/78; EUSA 11/20/78

   b. Can schools alone solve social problems (e.g., integrate society, reduce social and economic inequalities, halt test score decline, make learning faster and deeper)? — PDK 9/78

   c. Is it unrealistic to ask schools, as a major objective, to address such social evils as suicide, vandalism, and violence? — PDK 1/78

Loss of confidence	4.	Is the loss of confidence in public education "a rationalization for not spending more on the education of those students whom the schools have not been serving well"?	EUSA 2/5/79
National Commission on Educational Goals and Priorities	5.	Would creating a National Commission on Educational Goals and Priorities, as proposed by the CCSSO, be cost-effective?	ED 11/16/79
Private schools	6.	Is the establishment in recent years of Christian academies correlated with the decline in morals in public education, rather than with desegregation efforts?	ED 12/11/78
Public debate	7.	Should educators try to spur public debate about the great issues of education?	PDK 10/78
"Real world"	8.	Has American education failed to bring the real world into the classroom?	PDK 10/78
Scope of education	9.	Has the "more is better" approach hurt American education (including equating education with schooling and enlarging the public education system)?	EUSA 1/8/79
Student needs	10.	Do schools serve the needs of all types of students?	EUSA 2/5/79
		a. Does the system reward academics vs. vocational education students?	PDK 4/78
		b. Do schools serve the interests of the most favored groups?	PDK 4/78
	11.	Will requiring mainstreaming the handicapped demonstrate that society must accommodate the needs of all citizens?	N 9/4/78

B. Instruction

1. "Back to basics" focus

Definition of "basic"	a. What should a "basic education" include?	PDK 4/78
Disadvantaged	b. Would a "basic skills" approach be superior to other methods for teaching poor children?	PDK 3/78
Effects	c. Do basic skills programs result in segregated remedial classes?	ED 10/31/78
	d. What will be the effects of the 1978 Education Amendments' definition of basic skills, which includes both written and oral communication skills?	EUSA 12/4/78
Extent of problem	e. Do few or many students have a problem with basic skills?	ED 12/8/78
	f. Is a systematic plan for basic skills improvement needed?	ED 12/7/78, 2/20/79; PDK 5/78

2. Methods

Brain development	a. What teaching methods are compatible with the development patterns of the brain?	
	(1) Is group instruction of elementary school students grossly brain-incompatible, and is it ineffective or relatively ineffective?	PDK 2/78, 5/78
	(2) Is the essence of learning the extraction of patterns from data, and does this imply that the best way to foster learning is to provide great amounts of input?	PDK 2/78

(3) Is it essential to brain development for young students to talk (which is prohibited in most classrooms)? PDK 2/78

(4) Is the brain organized so that children "learn by doing?" PDK 2/78

b. Can materials, devices, and tutoring that are to be available on a largely self-service basis be designed to guarantee fail-proof guidance and learning? PDK 2/78

ectiveness

c. Is no single teaching method superior with all types of students? EUSA 12/4/78

(1) Does the effectiveness of a given teaching approach vary greatly between schools and teachers? PDK 3/78

(2) Do teacher differences, neighborhoods, and homes influence pupil achievement more than the teaching method does? PDK 3/78

(3) Is education based on "learning through experience" more effective than traditional curricula for students with a history of failure or behavior problems? EUSA 8/21/78

eriential learning

d. How important is experiential learning?

		(1) Does persuasive evidence exist that abstract thought is necessary for intellectual achievement?	ED 9/7/78
		(2) Must junior high students be able to see and touch something to identify with it?	PDK 9/78
		(3) Does too much teaching impede learning?	T 12/4/78
ovative approaches	e.	Does research support the contention that innovation tends to improve education in the early grades?	EUSA 1/29/79
		(1) Is the range of ways being used to individualize education too narrow?	EUSA 12/4/78
		(2) Is instructional content more important than method in helping students who need help in basic skills, and is individualized instruction no better than other methods of teaching basic skills?	EUSA 12/4/78
		(3) Are educators reluctant to develop individualized instruction programs in spite of "incontrovertible research" that students learn well in individualized classrooms?	PDK 2/78
hod vs. content	f.	Have debates over teaching methods distracted educators from more important concerns over the content of instruction?	EUSA 12/4/78

Political change	g.	Are improvements in teaching methods doomed to fail unless underlying political changes (e.g., student participation in decisions) accompany method changes?	PDK 3/78
Students' attitudes	h.	Is "joy a basic, necessary ingredient in successful learning?"	PDK 3/78
Students' culture	i.	Would student learning improve significantly in urban schools if curriculum and teaching methods were made consistent with the cultural backgrounds of students?	PDK 10/78
Students' interests	j.	What would be the effects of integrating the special interests of groups of students (e.g., health care) into their entire curriculum (e.g., have them read Arrowsmith in literature classes)?	EUSA 2/5/79
Teacher characteristics	k.	Do teachers with high verbal ability tend to be more successful than others in influencing and affecting cognitive growth in students?	WP 10/6/78
Television	l.	What should be the role of television instruction?	
		(1) What would be the effects of using TV to reinforce the goals of normal education, including development of better instructional TV?	ED 9/11/78; EUSA 9/4/78, 11/20/78
		(2) Is the use of TV scripts two or three weeks before shows are aired a useful teaching device?	NYT 12/12/78

demics and work	3.	Learning environment	
	a.	Are there positive results from combining part-time student and work roles in secondary schools?	PDK 10/78
trol	b.	Does student attention to learning decrease in both too-casual and too-rigid environments, so that the finding that students need more time for learning does not support a trend "back to basics"?	EUSA 11/27/78
gaged time"	c.	Do some classrooms have an "engaged time" (when students actually focus on learning content) in reading and math of less than 100 hours per year?	EUSA 11/27/78
ndardized riculum	d.	Do high schools impose too much standard curriculum and allow too little flexibility?	EUSA 8/14/78
	4.	Homework	
pletion	a.	Do less than 20% of the students at schools with disadvantaged students complete their homework?	N 1/8/79
	b.	Should teachers assign less homework simply because students fail to complete assignments?	N 1/8/79
lity	c.	Will the effect of homework be improved if "busywork" is minimized and replaced with more practice in writing?	N 1/8/79

	d. Will most students do homework if assignments are relevant and feedback is given on completed work?	N 1/29/79
Quantity	e. Would it be beneficial to assign more homework and to involve high school youths in restoring inner-city housing?	ED 11/16/78
	5. Curriculum development	
Influences	a. Will curriculum development be hurt by current social uncertainties, fiscal belt-tightening, the back-to-basics movement, and the accountability movement?	EUSA 7/10/78, 10/30/78
Relevance to teaching	b. Should curriculum development be more closely related to real classroom settings and activities?	EUSA 10/30/78, PDK 2/78, 4/78
Standardized tests	c. To what extent do standardized tests influence curricula?	PDK 3/78
Teacher participation	d. How extensive are the benefits of having teachers participate in the development of curriculum materials they are to use?	EUSA 10/30/78; PDK 2/78, 4/78

6. Learning materials

Bias	a. Does the fact that over 95% of free resource materials are from industry sources rather than from public interest groups infer that the materials contain bias?	EUSA 8/21/78
Censorship	b. Is censorship of books in schools increasing?	EUSA 7/10/78, 10/9/78, 2/12/79
	(1) Because of growing diversity in American culture?	EUSA 7/10/78, 10/9/78, 2/12/79
	(2) Because of increasing organization among those who wish to censor books?	EUSA 12/4/78
	(3) Because of efforts to remove books that stereotype blacks and women?	EUSA 7/10/78, 11/20/78
	c. Is a clear policy on book selection the best defense against would-be censors?	EUSA 7/10/78
Court decisions	d. Are school administrators unaware of court decisions that accord First Amendment rights to student publications?	PDK 10/78
Sex textbooks	e. Should library books that can provide students with accurate information about sex be kept in school libraries?	EUSA 7/10/78
Textbooks	f. Why do textbooks change slowly?	
	(1) Because schools resist major changes?	EUSA 10/9/78
	(2) Because educational research has not provided enough usable ideas?	EUSA 10/9/78

	(3) Because no incentives exist for private firms to develop major improvements in materials?	EUSA 10/9/78
Values taught	g. Are the values presented in some school materials suspect?	
	(1) How much concern exists about the values and ideology of textbooks' coverage of recent events?	EUSA 11/20/78
	(2) Is the public concerned that some books used in schools attack the moral foundation of society?	PDK 10/78
	h. Should young adult novels with "New Realism" themes or characters be evaluated in terms of the ideals they support if teachers want to develop students who can think and read critically?	PDK 10/78
	7. Subject matter areas	
	a. Communications subjects (reading, writing, speaking)	
Literacy	(1) Are children learning to read, or is the illiteracy rate among high school graduates alarmingly high and not receiving sufficient attention?	ED 1/23/79, 2/20/79, 9/14/78; PDK 4/78; EUSA 9/25/78
	(2) Has American education failed to keep keep pace with increasingly complex requirements of language usage even though most students can read and write?	ED 9/11/78

		(3) Is encouraging students to stay in school pointless if they are not learning to read?	ED 9/14/78
		(4) Was the NIE study of illiteracy "an excuse [for] rather than an examination of illiteracy?"	ED 9/14/78
Oral communications		(5) How should oral communications be taught?	EUSA 12/18/78
Writing		(6) Should teachers use more time to teach writing?	EUSA 12/11/78
		(7) Are many students afraid to write an essay as homework because they lack writing skills?	N 1/8/79
		(8) Is it harmful to require students to use standard English?	PBK 10/78
	b. Ethnic studies		
American Indians		(1) Are American children taught many stereotypes about American Indians?	EUSA 9/18/78
Ethnic groups		(2) Does a need exist for a curriculum that focuses on the history of various racial and ethnic groups?	EUSA 7/3/78, 9/18/78, 12/4/78; PDK 4/78, 10/78
		(3) Would such a curriculum foster tolerance or aggravate social problems?	EUSA 7/3/78, 9/18/78, 12/4/78; PDK 4/78, 10/78
Holocaust		(4) What would be the effects of teaching high school students about the Nazi holocaust in different contexts?	EUSA 11/6/78; WSJ 12/29/78

	c. Political science	
Student knowledge	(1) Do American students know less than students in other countries about the political system?	EUSA 12/4/78, 11/20/78; PDK 4/78
	d. International studies and foreign languages	
Obstacles	(1) Have efforts to teach more about the world and to teach foreign languages run into obstacles such as the back-to-basics movement and cost-cutting efforts?	EUSA 1/8/79, 7/3/78
	e. Physical education	
Casualties	(1) Have athletic casualties reached high levels in secondary schools?	ED 2/26/79
Coed classes	(2) Do coed gym classes violate some students' freedom of religion?	EUSA 11/20/78
National competition	(3) Would national sports competition distract from academics in high school?	ED 11/16/78; EUSA 11/27/78
Women	(4) Is PE for girls underfunded?	EUSA 7/17/78
	f. Mathematics	
Calculators	(1) Will math education be revolutionized by the use of pocket calculators?	NYT 11/21/78
	(2) Will the use of calculators aid students to apply math to "real-world" problems:	NYT 11/21/78

Women		(3) Do teachers, counselors, and parents contribute to "math anxiety" in girls because they feel girls won't need math in their careers?	EUSA 9/18/78
	g. Science		
Department of Education		(1) Would creation of the proposed Department of Education de-emphasize science education?	S 5/19/78
Improvement		(2) Does science education need to be improved at all levels?	NJ 6/10/78
Television		(3) Would TV emphasis help, and is experiential backup essential to effective science education?	EUSA 7/3/78; S 11/17/78; NJ 6/10/78
	h. Social studies		
Achievement		(1) Has social studies achievement declined or not improved?	EUSA 10/9/78
Content		(2) Are educators uncertain about what to include in social studies curricula?	EUSA 12/4/78
		(3) Does concern exist about a credibility gap between social studies curricula and the real world?	EUSA 12/4/78
Motivation		(4) Are students displaying a lack of motivation in social studies subjects?	EUSA 12/4/78
	i. Art		

vailability		(1) Should art education (both instruction and appreciation) be available to all students, particularly students with histories of failure and/or anti-social behavior?	PDK 3/78
ffects		(2) Does art education improve reading scores and childrens' self-images in a cost-efficient manner?	PDK 10/78
	j. History		
pproach		(1) What would be the effects of teaching history backwards, from the present to the past?	EUSA 11/20/78
elevance		(2) Is the study of most history irrelevant to current student needs?	EUSA 11/6/78
	k. Economics		
ffects		(1) What would be the effects of teaching economics to children?	EUSA 8/14/78
		(2) Will teaching economics to children make them more responsible citizens?	EUSA 8/14/78
	l. Home economics		
nfluence on hild abuse		(1) In view of the problem of child abuse, should child care be taught in home economics courses?	PDK 9/78
	m. Consumer education		
tudent interest		(1) Is it true that students are not interested in consumer education?	EUSA 8/7/78

	n.	Sex education	
"Basic" focus	(1)	Should sex education be considered "basic?"	PDK 9/78
Effectiveness	(2)	Has family life education been ineffective at reducing the teen pregnancy rate or the divorce rate among teenagers?	PDK 9/78
Information needs	(3)	Is it true that very few students who are sexually active have received sex education courses or birth control information?	EUSA 7/3/78; PDK 9/78;
	(4)	Has no one assessed the sex information needs of those under 25?	ED 9/20/78
	o.	Health education	
Safety	(1)	Does the need exist among teenagers and young adults for more information about health and safety and how to deal with medical emergencies and accidents?	EUSA 10/2/78
Smoking	(2)	What will be the effects of Califano's anti-smoking campaign aimed at 7th graders?	ED 9/27/78, 1/12/79
	p.	Other subjects	
Dying	(1)	What would be the effects of teaching elementary students about death and dying, and what approach and content should be used?	PDK 10/78

Test taking

(2) Is instruction in test-taking skills beneficial, and are many high schools teaching test-taking skills? — ED 2/2/79

C. Evaluation and testing of students

1. Minimum competency testing

Causes of movement

a. Have demands for minimum competency testing arisen from the public and from legislators due to accumulated evidence of incompetence among high school graduates? — PDK 4/78

(1) Do business and industrial employers question the validity of a high school diploma? — PDK 5/78

(2) Does the public feel that students should be able to write letters, read instruction manuals, perform simple applications of arithmetic, and demonstrate knowledge of health hazards before graduating from high school? — PDK 9/78; ED 9/1/78

(3) Is there evidence of need for a minimum competency testing program in achievement test score results from recent years? — PDK 5/78

(4) Is the competency testing movement part of a corporate "conspira[illegible]" to obtain job training at public, not private, expense so that industry profit margins will be larger? — EUSA 1/29/79

Costs

b. What costs will be associated with minimum competency testing programs?

	(1)	Is it true that most legislation mandating competency testing does not include money for testing?	PDK 5/78
	(2)	Does money spent on competency testing merely prove the existence of known problems?	EUSA 7/10/78
	(3)	Will remedial programs be enormously expensive and lead to schools being dependent on state funds?	PDK 5/78
	(4)	What resources should be allocated to provide basic skill instruction and assessment in remedial programs?	PDK 5/78
	(5)	Can costs be lowered by using a statewide test, sampling schools for testing, examining performance of schools rather than students, reporting results publicly, forming cooperatives to share items and tests, and rewarding good school performance instead of allocating remedial monies based on poor performance?	PDK 5/78
Costs vs. benefits	c.	Will the benefits of competency testing outweigh the costs?	ED 9/19/78, 10/17/78, 1/30/79; EUSA 7/10/78; PDK 3/78, 5/78
	(1)	Are the demands for minimal competency testing justified, and should educators set about meeting these demands?	PDK 4/78
	(2)	Is the issue regarding minimal competencies no longer whether to move toward some type of competency testing but rather how to do it.	PDK 1/78, 5/78; EUSA 7/17/78

Effects on bilingual students	d. Do few minimum competency testing programs address the special competency needs of bilingual students?	ED 10/17/78, 1/25/79
	(1) Should students with limited English-speaking ability be required to meet proficiency standards in English?	PDK 5/78
Effects on the handicapped	e. Do few minimum competency testing programs address the special competency needs of the handicapped?	
	(1) Do minimum competency tests have the potential to discriminate unfairly against handicapped students and undercut broader goals of public education?	PDK 5/78; ED 1/25/79
	(2) Will excluding handicapped students from taking a competency test deny them their rights, although requiring them to take a test may be discriminatory because test items may be biased by language, culture, format, or administration?	ED 3/5/79
	(3) Have only 7 of the 36 states requiring competency testing made provisions for testing handicapped students?	ED 3/5/79
	(4) Will the benefits of developing separate readiness and competency standards and a separate testing program for handicapped students, as determined by each student's individual education program under PL 94-142 outweigh the costs?	ED 9/19/78

Effects on minorities

f. What effects will minimum competency testing programs have on minorities?

(1) Is it true that minimum competency tests may be culturally biased? — PDK 5/78

(2) Will some state competency tests be used to exclude blacks, poor whites, and American Indians from the educational process and the job market? — ED 12/4/78

(3) Are minimal competency tests and remedial classes causing resegregation by creating tracks of minority or white students? — EUSA 9/18/78; ED 10/31/78

(4) Should multicultural versions be developed for any minimum competency testing program put into effect? — PDK 5/78

(5) Will arbitrary cut-off points result in too many students failing the tests, especially minorities and the poor? — PDK 4/78

(6) Will competency testing have no adverse effects on minority students, since no major gains exist in the education of minority children that would be jeopardized by testing? — ED 10/17/78

Effects on students

g. What effects on students will minimim competency testing programs have?

(1) Will a focus on minimum competencies lessen attention to maximum achievement by average and above-average students? — PDK 5/78

	(2)	Will competency tests motivate students in the middle range but have a negative effect on poor students?	ED 12/8/78
	(3)	Do tests succeed only in doing harm to those who score below the median?	PDK 5/78
	(4)	Will students who expect to fail drop out of school rather than take competency tests?	ED 1/30/79
	(5)	Are many competency testing programs being imposed upon students late in their secondary education with little advance notice?	PDK 2/78
	(6)	How can educators ensure that students are not penalized by unfair proficiency standards or procedures?	ED 10/17/78, 1/30/79; PDK 5/78
	(7)	Will too many students fail if competency testing becomes widespread?	ED 9/19/78, PDK 2/78
Federal competency standards	h.	Should optional federal competency standards be created?	ED 9/14/78; PDK 5/78; EUSA 9/25/78
	(1)	Can an optional national criteria for competency testing be created that would avoid racial or ethnic bias?	EUSA 9/25/78
	(2)	Would creation of a national proficiency test be a "bogus solution" to the problems facing the nation's schools?	PDK 5/78
	(3)	Would a national test of competencies be redundant and wasteful?	PDK 5/78

	(4) Would federal standards "end paralyzing and protracted indecision, ensure that success in one state does not mean failure in another, and avoid racial and ethnic bias [in] testing?"	ED 9/14/78	
	(5) Would a national proficiency testing program weaken local authority, resegregate schools (by race, culture, and/or ability), and discourage social promotions?	PDK 5/78	
Legal considerations	i. What are the legal ramifications of minimum competency testing programs?	PDK 4/78	
	(1) Are minimum competency tests subject to legal challenge if they are discriminatory or if they are not valid in terms of educational objectives and actual instruction?	PDK 2/78; HER 11/78	???
	(2) Do constitutional questions exist about the use of competency tests to deny graduation, including those of due process and of test reliability and validity?	PDK 5/78	
Options for students who do not pass	j. What educational options should be made available to students who fail to meet minimum standards?	PDK 4/78, 5/78	
	(1) Should standards be lowered?	PDK 4/78, 5/78	
	(2) Should several opportunities to pass the test be offered?	PDK 4/78, 5/78	
	(3) Should remedial instruction be offered?	PDK 4/78, 5/78	

		(4) Will flexible methods of remediation, such as peer tutoring, consultations between students and teachers, independent study, ordinary remedial classes, and multiple-age classes, improve the quality of or shorten the duration of remedial classes?	ED 9/19/78, 12/8/78
		(5) Will remediation be used as an excuse for segregated remedial classes?	ED 10/31/78
		(6) What options should be made available to students who are denied a high school diploma under competency-testing laws?	PDK 5/78
Other concerns	k.	What other concerns exist about minimum competency testing?	
		(1) Would using competency test scores as the sole criterion for occupational entry permit an increase in qualified workers and a decrease in school problems such as discipline?	PDK 3/78
		(2) Are Catholic educators not being consulted in the development of minimum competency graduation plans although their students are subject to the standards developed?	EUSA 2/19/79
Predicted effects	l.	Does justification exist for the belief that minimum competency testing will help students learn and help teachers teach?	PDK 5/78

		(1) Will judgments of competence, even if not universally accepted, have a powerful beneficial effect on educational achievement, motivating teachers to teach more purposefully, students to work harder, and schools to establish effective identification and remediation services?	PDK 4/78; ED 10/17/78
		(2) Does competency testing rest on three dubious assumptions: that possible denial of a diploma will motivate students; that achievement can be legislated; and that teachers will be able to do anything about minimum competencies?	PDK 5/78
		(3) Will minimum competency testing enhance the meaning of diplomas?	PDK 5/78
		(4) Will competency tests increase public support for graduation?	
		(5) Will competency tests provide an easy-to-read barometer of how teachers, students, and schools are doing?	WP 10/7/78
Problems in Florida	m.	What specific problems has the Florida minimum compency testing program encountered?	
		(1) Is the Florida competency test discriminatory?	PDK 4/78, 9/78; EUSA 7/10/78
		(2) Do Florida's life skills battery and minimum competency tests punish blacks who attended inferior, segregated schools in the past?	ED 10/31/78

		(3) Does Florida's functional literacy testing law discriminate against minority students since it continues practices of racial discrimination?	ED 10/18/78
		(4) Will clarifying alternatives available for students who fail competency tests, altering scoring procedures, and offering special opportunities and testing situations for the handicapped improve Florida's competency testing program?	ED 9/19/78
Program characteristics	n.	What should be the characteristics of minimum competency testing programs?	
		(1) Are some competency testing programs designed badly and implemented hastily, causing difficulties by failing to communicate with students and parents?	PDK 9/78
		(2) Should state competency testing programs start well before high school?	ED 9/19/78, 10/17/78; PDK 5/78
		(3) Should competencies be measured during the school year or at the end of the year?	PDK 4/78
		(4) Should minimum competency testing programs not be used in schools with inferior education, racially segregated schools, or underfinanced schools?	PDK 5/78

	(5) Are competency-based education and minimum competency testing very similar to the old arrangements for graduation: assign, recite, and test?	PDK 5/78
Relationships to diplomas	o. Should high school graduation be tied to a passing score on a minimum competency test?	ED 9/19/78
	(1) Would it be unfair to employers, parents, and students to issue high school diplomas to students who can't read?	ED 10/21/78
	(2) Should a competency test score be the sole criterion for high school graduation, or should other criteria be used?	EUSA 11/27/78; PDK 2/78
	(3) Should different types of diplomas be offered, depending on scores achieved?	PDK 5/78
Standards	p. What should be the standards set on minimum competency tests?	
	(1) Should one minimum standard be set, or should there be several minimums based on ability?	PDK 4/78
	(2) How should the minimum standard(s) be be determined?	PDK 2/78, 4/78
	(3) Will the benefits of high standards for competency tests outweigh the costs?	ED 1/25/79
	(4) Should minimums be set for students or for schools?	PDK 4/78

(5)	Will minimums for schools, rather than for students, show overall student achievement and be less expensive, less troublesome, and less subject to lawsuit?	PDK 4/78
(6)	Will the public be upset if graduation requirements are set, for example, at the 7th-grade level for students in grade 12?	PDK 5/78
(7)	Are competency test standards usually set by just a few people?	PDK 5/78
(8)	Should standards be set in terms of improvement or progress instead of unalterable minimums?	PDK 5/78
(9)	Should the state delegate authority for defining minimum competency to a professionally competent group of educators, including test specialists?	PDK 4/78
(10)	Will the "minimum requirements become the maximum" in states with minimum competency testing programs, with levels of proficiency set so low they are worthless?	PDK 2/78
(11)	In practice, will minimums be the result of compromises between judgments about what minimums seem plausible and judgments about what proportions of failures seem politically tolerable?	HER 11/78

	(12)	Is it possible to determine "mastery" or "competence" levels on a test by statistical or psychological means, or can they only be determined arbitrarily?	PDK 5/78; HER 11/78
	(13)	Are cut-off scores set arbitrarily based on experience and research inappropriate for students in all locales?	PDK 5/78
	(14)	Can pass/fail decisions on learning achievement be in error due to errors of measurement?	PDK 4/78
	(15)	Should minimum competency tests be of the domain-sampling type, not objective referenced?	PDK 4/78
	(16)	Should differential scores be reported on minimum competency tests, not just pass or fail?	PDK 4/78
State and local agencies	q.	What are the implications of minimum competency testing programs for state and local education agencies and schools?	
	(1)	Are some states using competency tests to cover up their failure to provide students with an adequate public education?	ED 12/4/78
	(2)	Can standard setting be viewed as a contract between the school system and the students, to hold both schools and students accountable for learning failure or success?	ED 10/17/78

		(3) What should be done about incompetent schools?	PDK 4/78
		(4) Are states having trouble drawing up competency tests and implementing testing plans?	EUSA 9/4/78
		(5) Is discretion for choosing tests (and therefore for establishing curricula) being eroded at the local level because of the proliferation of nationally distributed, publisher-generated tests?	HER 11/78
Test characteristics	r.	What should be the characteristics of minimum competency tests?	
		(1) Should testing measure basic proficiency skills such as reading, writing, and computation, or should it measure a student's ability to apply these skills in real or simulated life situations?	PDK 2/78, 4/78; EUSA 10/9/78
		(2) Is it true that standardized paper-and-pencil tests cannot reliably predict success as an adult and are not the best measures of whether students are competent?	PDK 5/78
		(3) Should paper-and-pencil tests, real-life demonstrations, or both, be used to indicate competence?	PDK 4/78, 5/78
		(4) Will the public accept subjective measures of competence instead of facts and figures on standardized tests?	PDK 5/78

(5) Should the testing industry be required to demonstrate the correlation between success on tests and success in life? PDK 5/78

(6) Should minimum competency tests be domain-sampling tests rather than objective-referenced tests? PDK 4/78

(7) I. it true that few teachers, instructors, or college professors have the expertise to develop scientifically and statistically valid and fair examinations? PDK 3/78

(8) Are some existing measuring instruments not sufficiently reliable and valid to provide grounds for withholding credentials from students? HER 11/78

(9) Were the items in Florida's competency test never validated, and were the pass/fail standards set arbitrarily? PDK 5/78

(10) Will the unrealiability of ratings of performance on non-objective tests of minimum competencies (e.g., an oral communications test) become a source of problems? PDK 5/78

st content

s. What should be the content of minimum competency tests?

	(1) Should competency tests cover subjects taught in high school, or should they cover knowledge accumulated before high school and outside of formal education?	ED 1/25/79; PDK 5/78
	(2) Is there a risk that curriculum areas not covered in minimum competency tests will be neglected?	PDK 4/78; EUSA 10/9/78
	(3) Are competency-based graduation requirements a repudiation of the concern for relevance and humanism in the educational reforms of the 1960s?	PDK 5/78
	(4) Does competency testing limit the schools' concern to "left-brained competency" without regard for the whole person or for excellence in other than intellectual endeavors?	PDK 4/78
2.	Standardized testing and its uses	
K-1 level testing	a. Do kindergarten and first-grade screening tests measure general readiness for instruction?	ED 9/19/78; EUSA 11/20/78
Minorities	b. Are many inner-city students not tested at all because their schools fear low IQ test scores?	N 10/23/78
	c. Do some children, especially blacks, get higher IQ scores than their achievement would predict, thus implying that the educational programs do not tap their abilities?	ED 9/6/78; PDK 4/78

		d. Does funding for educating handicapped children encourage the identification of children as learning-disabled through the use of tests known to be unreliable and invalid?	HER 8/78; PDK 4/78
Other concerns		e. Does test-based funding represent a policy shift to equality of outcomes?	EUSA 11/27/78
		f. Is the testing issue full of hidden agendas and emotionalism?	EUSA 11/27/78
Placement		g. Should tests be used to place students? To identify gifted students?	EUSA 11/6/78; N 10/23/78
		h. Is ability grouping harmful to both the social and academic growth of children?	PDK 4/78
Problems		i. Does misuse of test scores justify opposition to all group-administered norm-referenced tests?	EUSA 11/27/78
		j. Should an independent panel evaluate the problems of standardized testing?	PDK 5/78
Uses		k. Do tests serve the schools as important tools?	ED 9/6/78; PDK 3/78; EUSA 11/27/78
		l. Do standardized tests influence curriculum?	PDK 3/78
	3.	Standardized test development firms	
Consulting		a. Are testing companies experiencing a "windfall" of consulting jobs on testing techniques and options, in response to the competency testing movement?	HER 11/78

Disclosure	b. Will requiring testing companies to provide information about their tests diminish their capability to provide useful services?	EUSA 11/27/78
Public trust	c. Does the public mistrust large testing companies because they are not accountable to public control?	EUSA 11/20/78, 11/27/78
	4. Educational program evaluations	
Approaches	a. What changes in evaluation approaches should be required?	
	(1) Should all evaluations be designed to be sensitive to a wide range of outcomes?	HER 5/78
	(2) Should all evaluations be designed to be sensitive to local conditions to capture inter-site differences?	HER 5/78
	(3) Should all evaluations be designed to employ multiple data analysis techniques?	HER 5/78
	(4) Should all field experiments be randomized and small in scope?	HER 5/78
	b. What would be the effects of reducing government control of programs (for the purpose of evaluation)?	HER 5/78
Results	c. Does evidence exist that conclusively establishes that massive social experiments with narrow outcome measures are a bad investment?	HER 5/78

Secondary analysis	d. Does evidence support the cost-effectiveness of in-depth secondary analysis of important evaluations to improve understanding of both the program evaluated and the evaluation methods used?	HER 5/78
	5. Other research issues	
Day care	a. Is research needed to analyze day care programs now operated by schools?	EUSA 10/16/78
Expectations	b. Are hopes that educational research can solve such problems as illiteracy and unequal educational attainment illusory because of the deep-rooted social-political sources of these problems?	EUSA 2/5/79, 9/4/78
Target groups	c. Should educational researchers avoid over-using any particular target group of children based on administrative convenience?	PDK 3/78
	6. Declining achievement test scores	
Parent response	a. Have declining achievement scores influenced the parents of "bright children" (correlated with affluence) to send their children to private schools?	WP 9/13/78
SAT scores	b. Is the recent decline in SAT scores a cause for concern?	PDK 4/78
	(1) Has teaching quality declined?	PDK 4/78
	(2) Has the population taking the test changed?	PDK 4/78, 5/78

	(3) Have general social factors led to to the decline?	PDK 5/78
	(4) Have curriculum changes led to the decline?	PDK 4/78
School response	c. Have schools taken no strong action to reverse the decline in achievement?	PDK 4/78
Science	d. Has knowledge of science declined among 17-year-olds?	PDK 9/78
	7. Methods of evaluation and reporting of student progress	
Inconsistency	a. Are grades and credit inconsistent academic measures?	PDK 3/78
Narrative reports	b. Would narrative grade reporting be more informative than letter grades?	PDK 4/78
No credit	c. Would giving "no credit" be better for students who have made no effort to learn material than giving an F?	PDK 1/78
Test familiarity	d. Do students do best on tests if they have frequently been exposed to the test format?	EUSA 12/4/78
Testing of oral communications skills	e. How should oral communication skills be tested?	EUSA 12/18/78
	8. Student promotions	
Effects of non-promotion	a. Do most children who are held back due to poor achievement fail to improve or do worse than if they were promoted?	PDK 5/78

Effects of "social" promotions

b. By promoting students who have not mastered material, are educators simply postponing the "day of reckoning" for these students? — PDK 4/78

c. Has the trend toward social promotion made it possible for illiterates to get high school diplomas? — ED 9/14/78

d. Have experts recognized the obvious wrongs of "social promotions," and are teachers refusing to give social promotions? — WP 10/21/78; ED 9/6/78

9. Test construction

Individualized instruction evaluation

a. Are evaluation measures for individualized instruction not well developed? — EUSA 12/4/78

Items

b. Does close linking of test items to test objectives narrow the range of difficulty levels of test items generated by different item writers? — PDK 5/78

Quantification

c. Do norm-referenced standardized tests quantify what can't be quantified? — PDK 5/78

D. Other educational services

Day care

1. What types of day care services would be most beneficial?

a. Should day care services be institutionalized through the public school system, or would such an arrangement be insufficiently pluralistic? — EUSA 10/16/78; ED 2/1/79

b. Should the cost of day care be partly underwritten with federal funds? — ED 1/17/79

		c. Should a voucher system be created to allow competition among centers and choice by parents?	ED 2/20/79
Head Start	2.	What will be the effects of new Head Start programs in prereading, prewriting, science, math, and problem solving?	ED 9/8/78
School breakfast and lunch programs	3.	Does a need exist for school breakfast and lunch programs?	ED 12/1/78
		a. What would be the effects of extending all child nutrition programs through 1985?	ED 2/12/79, 2/20/79
		b. What would be the effects of curtailing child nutrition programs?	ED 2/12/79, 3/1/79, 3/14/79
		c. What would be the effects of establishing an "accountability system" in each state to tighten the administration of child nutrition programs?	ED 3/1/79
		d. What would be the effects of providing all children with free lunches?	ED 10/19/78
		e. What has been the effect of data collection regulations regarding civil rights compliance on the paperwork burden associated with the school lunch program?	EUSA 9/4/78
		f. Do few schools offer a breakfast program in spite of federal encouragement, because administrators are not interested or believe that the program will require schedule adjustments and high costs?	ED 12/1/78; EUSA 8/7/78
		g. Do schools in needy areas invite lawsuits if they do not provide breakfasts?	ED 12/1/78

E. Special services/costs

Busing

1. Do the benefits of busing outweigh the costs? — N 9/18/78; WP 10/14/78; ED 9/29/78, 11/9/78, 2/12/79, 2/20/79, 3/2/79; CQ 11/25/78

   a. Does the public oppose busing and integration? — N 11/27/78; ED 1/31/79; CQ 10/7/78

   b. Does busing lead to "white flight"? — ED 9/28/78, 1/31/79 WP 9/25/78; T 9/25/78; NYT 11/7/78

   c. Does busing destroy the neighborhood school? — EUSA 10/2/78

   d. Does busing lead to racial conflict and increased violence in schools? — ED 1/31/79; EUSA 10/2/78

   e. Does busing have a negative effect on education? — EUSA 10/2/78 ED 1/31/79

Special services

2. Are special services needed for education of the handicapped?

   a. Do poor and minority families need the protection of a workable due process system regarding education for the handicapped? — EUSA 9/11/78

   b. Should Congress provide federal aid for removal of architectural barriers for the handicapped in public schools? — FUSA 8/7/78

F. Social environment and education

Child abuse policies	1. What will be the effects of the increase in the number of school districts with child abuse policies?	EUSA 11/20/78
IQ	2. Are IQ and social class correlated?	ED 11/6/78
Immunizations	3. Is the lack of proper preschool immunizations among low-income children an extremely serious problem?	EUSA 11/13/78
School impacts	4. What impacts do schools have on their surrounding areas?	
	a. Do corporate decisions to expand or relocate in cities relate to school quality?	ED 2/8/79
	b. Do school closings lead to neighborhood deterioration, population decline, and outmigration?	PDK 1/78
Social impacts	5. Is the deteriorating quality of life in cities having an adverse effect on city schools?	EUSA 9/25/78
	6. Has the role of schools been shaped by deteriorating family environments, rising social expectations and demands for equality, and increased needs for social control as social and technological change bring multiple sources of instability?	PDK 3/78
	7. Are the rising teen suicide rate and rising discipline and alienation problems indicative of failing social institutions?	PDK 1/78

	8. Are war books providing teenagers with role models?	WSJ 3/9/79
Television	9. Is TV an important educational influence on on children?	PDK 4/78, 5/78; EUSA 10/23/78
	a. Do educators underplay the effects of TV, family, etc., on children when they equate education with schooling?	PDK 10/78
	b. Are children harmed or not harmed by violence on TV?	PDK 4/78
	c. Should the FTC crack down on TV ads aimed at children?	ED 11/16/78, 12/4/78, 3/6/79
	d. Does TV prevent the brain from maturing and prevent socialization?	PDK 1/78

III. Organization for Delivery of Services

A. Staffing

1. Teachers

bility to teach

a. To what extent have the factors that contribute to teacher ability been identified?

(1) Is ability to teach unrelated to age? PDK 3/78

(2) Is forced retirement at age 65 unjust or unsound? PDK 3/78

(3) Does an association exist between teacher authoritarianism and sexism? PDK 4/78

b. To what extent do assessments of teacher ability to teach overemphasize ability to maintain discipline and underemphasize effective communication, mastery of course materials, and creativity in lesson preparation? PDK 1/78

ccountability

c. Does the tenure system have the effect of releasing teachers from accountability for the quality of their teaching? PDK 10/78

urnout

d. Is the rate of teacher turnover, especially in particular kinds of school environments (e.g., inner-city) increasingly problematic? PDK 4/78

ertification nd selection equirements

e. What should the certification and selection requirements be for teachers?

(1)	Have the teacher surplus and the accountability movement led to a movement toward continuing certification of teachers?	EUSA 1/15/79
(2)	Will the benefits of continuing certification outweigh the costs?	EUSA 1/15/79
(3)	Is continuing certification of teachers unpopular among teachers?	EUSA 1/15/79
(4)	Would more than half of the teachers taking a commercially prepared standardized intelligence test on a national scale "fail" it?	PDK 9/78
(5)	Do Spanish groups oppose minimum English proficiency tests for bilingual teachers because no similar requirements exist for teachers of minority students in the relevant minority group language?	ED 9/5/78
(6)	Should high teacher scores on the National Teacher Examination be required for continued certification of teachers or for teacher selection?	EUSA 12/4/78
(7)	Will teacher unions and associations organize to reverse the trend toward state use of teacher examinations for selection and certification?	ED 9/19/78
(8)	Is the Education Commission of the States correct in predicting the emergence of competency testing for teachers as a key issue among state legislatures?	EUSA 1/8/79

	(9)	Are teachers' concerns that the competency testing movement will largely serve to provide administrators with evidence to be used in dismissing teachers well founded?	EUSA 7/17/78
	(10)	How much momentum does the trend of state and local adoption of competency tests for teachers have?	NYT 11/14/78
	(11)	Would the benefits of requiring a doctorate for everyone who wants to enter the teaching profession outweight the costs?	PDK 5/78
	(12)	Would test score patterns, indicating that minority teachers did not score well, jeopardize affirmative action hiring plans (in Dallas)?	EUSA 7/24/78
	(13)	Would publication of teacher test scores bias in-progress studies of teacher effectiveness?	EUSA 7/24/78
ollective bargaining	f.	What will be the effects of collective bargaining for school staff?	ED 1/17/79
	(1)	Do teachers view NEA's inclination toward collective bargaining as a move away from professionalism?	EUSA 7/24/78
	(2)	Will statewide collective bargaining result in more equity in salary schedules for teachers?	PDK 3/78
	(3)	Do teachers fear that students will become pawns in the process of collective bargaining?	EUSA 7/24/78

Education (teacher pre-service)	g.	How adequate is teacher pre-service education for preparing teachers to perform well in today's schools?	
		(1) Has teacher preparation been adequate in the areas of legal aspects of education, parent-teacher conferences, community communications, and special education?	EUSA 9/4/78, ED 12/12/78
		(2) Should teacher colleges redirect efforts to turn out more graduates to deal with personnel shortages in fields such as bilingual education, services for the elderly, adult education, community education, and manpower education?	EUSA 2/19/79
		(3) What would be the effects of requiring teachers to learn about major civil rights laws and about black culture?	EUSA 9/18/78, WP 10/7/78, PDK 10/78
Education (teacher inservice)	h.	How critical is the need for inservice training and what are the best methods?	
		(1) Do most existing inservice training programs fail to meet the immediate practical problems of school staffs, such as local program design; joint program governance by teachers, administrators, and district boards; commitment of time and energy by majority of school staff; ongoing released time; regional networks for peer interaction; and evaluation and information exchange?	PDK 5/78

(2) Do few school districts set aside significant amounts of resources for development of teacher and administrator skills? PDK 4/78

(3) Would revival of the now defunct Education Professions Development Act (with emphasis on on-the-job and on-the-scene training for teachers) outweight the costs? ED 2/14/78

(4) What will be the costs and benefits of continued federal government expenditures on teacher centers? NYT 11/14/78

"Gay" teachers

i. What would be the consequences of legislation to refuse employment as teachers to homosexuals?

(1) Would legislation such as that proposed in California's recent Proposition 6 permit a single angry child or parent to invade the privacy of a teacher? N 10/2/78

(2) Do homosexual teachers have ill effects on students? PDK 3/78

(3) What would be the financial impact of propositions like California's Proposition 6 if school districts receive many complaints? ED 9/25/78

(4) Are homosexual teachers now deeply troubled by job anxiety? N 12/18/78

Retraining teachers for other professions

j. How can society make best use of surplus teachers in other fields through retraining?

(1) Should the federal government provide grants to 240 public and private teacher-training institutions to enable them to design career programs in other fields for students now in those institutions receiving training for teaching with little likelihood of finding employment? ED 2/12/79

(2) Should the federal government create programs to retrain out-of-work teachers? ED 2/9/79

Salary trends

k. What are the trends and concerns about teacher salaries?

(1) Has the annual salary of instructional staff risen over the last decade at an annual rate of 6.6%, equivalent to only 2.1% in constant dollars? ED 2/2/79

(2) Is the average salary of elementary school teachers lower than that of secondary school teachers ($14,669 vs. $15,474 in 1978-79)? ED 2/2/79

(3) Did teacher salaries increase less in states with mandatory collective bargaining laws than in other states? ED 9/18/78

(4) Do teachers fear that federal wage and price policy will result in frozen wages and increasing prices? EUSA 11/27/78

Sex discrimination/ equity

1. How effective have Title IX provisions been for resolution of sex discrimination complaints?

   (1) Is the backlog of unresolved complaints due in part to lack of agreement about what constitutes compliance and noncompliance? — EUSA 7/31/78

   (2) How disenchanted are teachers with DHEW's performance in following up Title IX sex discrimination charges? — EUSA 7/17/78

   (3) Should a school district that disallows the use of accrued sick leave for pregnancy or childbirth be considered in violation of Title IX provisions? — EUSA 10/30/78

m. Should pregnancy disability support be publicly funded? — EUSA 10/30/78

Social security and retirement plans

n. Should a mandatory retirement plan exist for teachers?

   (1) Should teachers be required to participate in the social security system? — ED 3/7/79

   (2) Should female teachers be required to contribute more than male teachers to retirement plans because they have longer life expectancies and draw benefits longer? — ED 9/7/78

Substitute teachers

o. Should substitute teachers be able to collect unemployment insurance during summer vacations? — PDK 2/78

p. Should teachers seeking full-time teaching jobs remain eligible for unemployment while teachers who limit their availability and work search to substitute jobs are excluded from such benefits? — ED 12/12/78

q. Should substitute teachers who work only 20 days be eligible to collect unemployment for as long as 39 weeks (as is true in New York)? — ED 12/12/78

2. Principals

Actual vs. preferred tasks

a. Does the set of tasks that principals prefer to perform differ substantially from their actual tasks? — PDK 9/78

Attitudes

b. To what extent are principals concerned with public relations at the expense of attending sufficiently closely to educational quality? — PDK 4/78

c. Do school administrators fear malpractice suits, and if so, what effect does their fear have on their work? — EUSA 12/18/78

Unionization of principals (or the formation of collective bargaining units)

d. What will be the effects of unionization of principals?

(1) Will unionization increase the voice principals have in policymaking? — PDK 2/78

(2) Will unionization threaten the policymaking mandate of superintendents and school boards? — PDK 2/78

(3) Will collective bargaining reduce conflict? — PDK 2/78

(4) Is the trend of unionization gathering momentum? PDK 2/78

(5) Will tighter fiscal policies threatening administrator jobs increase the rapidity of the move to unionization? EUSA 9/25/79

B. Management

1. Management at the district/school level

Ability grouping/ tracking

a. Is the popularity of ability grouping decreasing, and if so, what are the effects of changes on the achievement of students? EUSA 8/14/78

Censorship

b. Should school boards be able to remove library books without some formal review process? EUSA 8/14/78

Class size

c. What is the relationship of class size to student achievement?

(1) Does an average reduction of a few students make no difference in achievement? EUSA 2/26/79

(2) Does a threshold of class size exist such that reductions to a level below that threshold lead to increased student achievement? EUSA 2/12/79

(3) Does a substantial difference exist in the achievement of a student taught individually versus one who is a member of a class of 40? EUSA 2/12/79

Class size/contract negotiations	d. Should class size be considered a legitimate bargaining point in teacher contract negotiations?	EUSA 8/14/78
Contract negotiations	e. Should management teams composed of principals, superintendents, and boards of education be used on contract negotiations as an alternative to traditional collective bargaining procedures?	EUSA 2/15/79
Layoffs of teachers	f. What have been the apparent effects of imminent teacher layoffs due to declining student enrollment?	
	(1) Will questions of layoff policy be become key bargaining points in negotiations to resolve teacher strikes?	EUSA 9/25/78
	(2) Will the competency-testing movement for teachers gain momentum because it can serve to provide alternative rationales to administrators for laying off teachers?	NYT 11/14/78
	(3) Will administrators develop alternatives to teacher layoffs that can reduce school budgets enough to offset the budget decreases caused by declining enrollments?	EUSA 2/12/79
	(4) Do many school principals perceive loss of power?	ED 2/27/79
	(5) Has the influence of NEA shifted the balance of power and influence away from the local level?	EUSA

	(6) Have special interest groups shifted the balance of power and authority away from local control by lobbying at the state and federal levels and bringing cases to court?	HER 11/78
Leadership development	g. Should programs be created to develop leaders in education, perhaps through training school principals?	PDK 3/78; EUSA 10/16/78
Paperwork control	h. Does excessive paperwork divert teacher energy from the really important aspects of a teacher's role (interaction with children)?	ED 9/14/78
Parent participation	i. What kinds of parents are likely to get involved in school planning/evaluation?	
	(1) Those of middle and high social class?	HER 11/78
	(2) Decreasingly working mothers?	HER 11/78
	j. Do children and teachers find parents insufficiently interested in their children's education?	EUSA 11/20/78
	k. Will parents apply pressure on schools to improve the quality of their programs and will parents seek to have impact on school management?	N 10/23/78
	l. Will parents show their reaction to school programs by moving to different districts (as they have in response to court-ordered busing)?	N 9/18/78

	m. Will cooperation among students, teachers, and parents improve educational standards?	T 7/10/78
	n. Will increasingly large numbers of parents begin teaching their children at home instead of sending them to schools?	T 12/4/78; EUSA 2/19/79
	o. Do most parents have difficulty communicating with school personnel because they don't understand educational jargon?	PDK 10/78
	p. Do school personnel face the problem of dealing with parents' anger if their children are punished, and with the anger of other parents if misbehavior goes unpunished?	PDK 10/78
Parochial schools	q. Are parents who send their children to parochial schools rejecting public education?	ED 3/1/79
	(1) Because they perceive it as blasphemous?	ED 3/1/79
	(2) Because they perceive it as inadequate?	ED 3/1/79
	(3) Because they are trying to shelter their children from problems such as drug abuse and lax discipline?	ED 3/1/79
Performance incentives for administrators	r. Will the withholding of 2% of principals' salaries prove effective as an incentive for them to meet certain standards?	EUSA 11/6/78

2. Management at the federal level

Dress codes	a. Should the federal regulation be dropped that prohibits schools from employing personal appearance codes?	WP 12/7/78
Employment practices	b. Can DHEW exercise its authority under Title IX to regulate employment practices in school districts?	PDK 4/78
General concerns	c. Do the detailed provisions of the Education Amendments of 1978 hamper federal regulatory capabilities by leaving officials insufficient latitue to adapt regulations to unanticipated problems?	ED 11/13/78
	d. Is the problem of treatment of teaching personnel unaddressable by the federal government (in particular the treatment of Title I teachers)?	ED 11/13/78
Indian education	e. Has the Bureau of Indian Affairs mismanaged Indian education programs, resulting in low achievement and high drop-out rates for students?	CQ 11/7/78
Overseas Dependent Schools	f. Should regulatory authority of Overseas Dependent Schools be given to the new Department of Education (if it is created)?	ED 9//25/78, CQ 10/7/78

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3. Management of students

Disciplinary problems

a. What is the extent of student discipline problems?

(1)	Is truancy on the increase and is punishment of truants no longer an effective deterrent?	NYT 11/14/78
(2)	Is school vandalism costing millions of dollars annually?	PDK 3/78
(3)	How quickly is the problem of teen-age alcoholism growing?	EUSA 8/7/78
(4)	How severe is the student dropout problem, particularly in city schools?	PDK 3/78
(5)	Are the wave of police raids that occurred in December 1978 and the general "get-tough" attitude toward marijuana use in the schools signals of the failure of the schools to control the situation?	EUSA 12/18/78
(6)	Is suicide a measure both of individual self-centeredness and of the efficacy of social institutions, and does a high suicide rate indicate the failure of adolescents and of the institutions around them?	PDK 1/78
(7)	Do data reveal a number of long-range trends toward increasing disorder, anger, and despair among American adolescents, and are these attitudes symptomatic of increasing youth alienation?	PDK 1/78

		(8) Do parents feel that student discipline and drug use are major problems in American schools?	ED 9/1/78
Disciplinary problems: Causes	b.	What are the causes of student discipline problems?	
		(1) Are the real causes of school discipline problems inconsistent rule enforcement, administrator and teacher noncompliance with discipline policies, and inadequate administration of policies?	EUSA 1/15/79
		(2) Is poor discipline the result of deterioration in classroom interaction, insufficient rapport, and conflict in attitudes between teachers and students?	PDK 1/78
		(3) Are the key causes of vandalism and violence in schools the upsurge in youth crime; worsening of living conditions in large cities; easily available drugs and guns; a decline in discipline; changes in attitudes of teachers, parents, and administrators regarding the responsibility for youth behavior; the belief that courts have tied the hands of educators; faults in schools themselves (e.g., depersonalization); neglect of hard-core problem youth; and too much violence on TV?	PDK 1/78
		(4) Is too much "interference" from the courts an important cause of school discipline problems?	ED 12/11/78

(5)	Is the number of single parents with school-age children increasing, and do do those children have more difficult school adjustment problems than other children?	NYT 1/7/79
(6)	Do the causes of student misbehavior lie within a complex pattern of social relationships?	PDK 1/78
(7)	Is it true that student misbehavior cannot be sufficiently managed through mechanistic application of predetermined techniques?	PDK 1/78
(8)	Do children whose families move frequently have trouble adjusting to new schools and communities?	WSJ 2/8/79
(9)	Do problems of student alienation reflect widespread social pathology more than deviance from the values of a basically beneficent society?	PDK 1/78
(10)	Is it true that schools cannot make the moral behavior of students much different from the moral behavior of the society around them?	PDK 4/78
(11)	Are dropouts caused by the monotony of the school and its isolation from "what matters" to young people?	PDK 4/78
(12)	Does misbehavior arise from (1) student adjustment problems; (2) negative attitudes towards the teacher or class; and (3) casual or capricious actions?	PDK 4/78

(13) Do twice as many juvenile delinquents as other teenagers have learning disabilities, and does this imply that students frustrated by years of underachieving often become disruptive? EUSA 7/17/78

(14) Did the Goss decision in 1973, regarding suspension of students for discipline reasons, lead to a misunderstanding among teachers that they can be sued by parents or students for disciplining students? EUSA 12/11/78

(15) Do school discipline systems of detention, rule handbooks, and suspension threats convey to students an implicit expectation that they will be immature, apathetic, and misbehaving? PDK 1/78

(16) Does attention to the discipline system and its rules, rather than the negative consequences of misbehavior, represent a misdirection of attention and undermine the discipline system itself? PDK 1/78

iscipline problems: olutions

c. What are possible solutions to student discipline problems?

(1) Does enforcing stricter discipline mean becoming tougher and more demanding with students, or is finding a way to improve the social and learning climate within schools and classrooms equally vital? PDK 1/78

(2) Do solutions to crime in schools lie, in part, outside of the schools? PDK 1/78

(3)	What would be the effects of grants to high-crime school districts to reduce crime and vandalism?	EUSA 7/24/78
(4)	Is it true that locally developed school crime prevention programs are apt to concentrate on security, which simply heightens tension?	ED 9/5/78
(5)	Does no overall strategy exist to assist schools in meeting the challenge of serious school crime?	ED 9/5/78
(6)	Do many locally developed school crime prevention programs fail to accomplish their objectives?	ED 9/5/78
(7)	Is making school a place where students are cared for and cannot fail the only way to solve the problems of lack of discipline and lack of learning?	PDK 1/78
(8)	Can school violence be reduced by using strategies to enrich the classroom environment, such as community education programs, police/school/community liaison, counseling and guidance strategies, architectural and design techniques, student and parental involvement programs, alternatives to suspension, and "non-school" uses of schools on evenings and on weekends?	PDK 1/78

(9) If teachers were supplied with knowledge of behavioral principles and techniques (such as behavior modification), would they come to rely on more positive means of behavior control and less on aversive control such as physical punishment? PDK 1/78

(10) Should debate continue on the merits of corporal punishment as a disciplinary tool in the nation's schools now that federal courts are essentially out of the issue? PDK 1/78

Reasons for completing school

d. Is there a growing number of students who continue in education because they know it is a "must" in modern society, not because they have any real interest in study? PDK 1/78

e. Do school retention and completion increase the future employability of potential dropouts and the disadvantaged? ED 2/8/79

School-work transition

f. Do any of the following methods to facilitate youth transition from school to work seem especially promising?

(1) Having teachers take a more active and responsive role in strengthening the link between school and adult life? EUSA 12/4/78

(2) Building post-elementary education entirely around apprenticeships? PDK 10/78

(3) Linking employment and training services to school curricula? ED 2/8/79

(4) Formalizing a transition period and creating special programs? — EUSA 10/2/78

g. Is the school significantly related to work transition problems?

(1) Do periods of time spent out of school and without work have devastating effects upon the career chances of youth? — EUSA 11/6/78

(2) Do vocational education students drop out of school in much greater numbers than academic students? — PDK 1/78

(3) Is the transition problem especially severe for blacks, in particular black males? — ED 10/27/78

Social functions of schools

h. Do schools alienate children from society rather than integrate them, and are they too much "like factories" and not enough "like families?" — PDK 1/78, 2/78

i. Should schools be providing different kinds of socializing experiences for different kinds of children, and do some children need schools to be more like extensions of their parents in style of control than do other children? — PDK 1/78

j. Do many students see classroom activities as threatening and inhibiting? — PDK 2/78

k. Should schools be developing environments more like homes or learning centers than those presently existing? — PDK 3/78

Vocational education programs		1. What approaches to vocational education seem effective, and how can schools develop "marketable skills" in students and also do justice to their education in the sciences, humanities, and the arts?	PDK 4/78
		m. Are on-the-job training programs more effective than classroom programs because of the difficulty of duplicating real workplace conditions in classrooms?	PDK 4/78
		n. Do vocational education programs have an alienating effect on students?	PDK 4/78
	C.	Administrative structure	
		1. Erosion of local control of education	
Causes		a. Of what magnitude is the trend of eroding local control, and what factors are contributing to it?	EUSA 1/29/73, 7/24/78, 11/6/78; HER 11/78; ED 2/14/79, 2/27/79
		b. Is control increasing at the state and/or federal level?	EUSA 1/29/79, 11/27/78, 2/19/79, 7/17/78, 9/18/78, 9/4/78; WP 10/9/78; HER 11/78; ED 1/31/79
Effects of federal actions		c. Will increases in federal involvement in local education help or hinder it?	PDK 9/78; EUSA 9/18/78
		d. Would a national education policy created by a cabinet-level Department of Education diminish local control further?	WP 10/9/78
Effects of taxpayer revolt		e. Will taxpayer initiatives to limit property taxes result in less local control and more state control?	EUSA 9/25/78

Private schools	f.	Should an Office of Non-Public Education be created to ensure maximum participation of non-public school students in all federal programs for which they are eligible?	ED 9/27/78
	g.	Does state and federal regulation of non-public schools "eliminate the distinction" between public and private education?	EUSA 2/12/79
Rescission	h.	Does administrative failure to spend appropriated funds (rescission) lead to a negative opinion of federal officials held by state officials who have already invested effort in applying for the funds?	ED 2/23/79
Tax regulations	i.	Is the threat of removal of tax-free status an appropriate way for the federal government to influence private schools to be non-discriminatory?	ED 10/30/78
Turnover of federal officials	j.	Has low prestige of top education offices been the cause of the departure of top-level people from OE and NIE who were initially attracted to federal service?	WP 10/15/78; PDK 5/78
Vocational education	k.	Are vocational education programs among the least successful of DHEW's programs?	EUSA 10/30/78
	2.	Local and district level administrative structure	
Magnet schools	a.	Are magnet schools a viable alternative to other school integration alternatives?	T 9/25/78, 12/11/78
Metropolitan plan	b.	Will the "metropolitan plan" (which tries to diminish white flight by incorporating suburbs under city control and then busing whites back to center-city schools) be effective?	T 9/28/78

Rural schools	c. Should small rural schools continue to be consolidated, or does evidence exist that they are more benefical educationally in their present form?	ED 10/27/78, PDK 5/78
	d. Should an attempt be made to retain the few remaining one-teacher/one-room schoolhouses (which appear to be relatively effective in stimulating student achievement)?	WSJ 1/2/79
	3. State-level administrative structure	
Functions	a. Is the state level the only level where coordination of programs can be undertaken realistically?	EUSA 11/20/78
	b. Is the state level the proper location for mandating disciplinary treatment of students (e.g., corporal punishment, suspension)?	ED 10/19/78
Private schools	c. What should be the extent of state regulation of parochial schools	
	(1) To what extent should parochial schools be expected to abide by state regulations to protect the welfare of parochial school children, and when do such regulations represent excessive state interference in religious matters?	EUSA 8/7/78, 10/23/78
	(2) Should the National Labor Relations Board have jurisdiction over parochial school officials to protect the rights of lay faculty, or would such jurisdiction violate the constitutional separation of church and state?	ED 10/31/78

	(3) Should parochial schools be required to pay unemployment insurance?	EUSA 7/24/78
	4. Federal level administrative structure	
Congress-role and impact	a. Will the turnover of committee-staff, incomplete subcommittee assignments, loss of key members known to be friends of education, and the general austere mood of the 96th Congress make limitations on education spending and increased oversight of education programs likely and the enactment of new legislation unlikely?	ED 2/23/79
	b. Is education policy as legislated at the federal level insufficiently grounded in knowledge of how education actually occurs?	PDK 5/78
Department of Education	c. What effects would a new Department of Education have on the balance of power and authority in the education system?	ED 2/7/79, 1/31/79; CQ 10/21/78; PDK 10/71; EUSA 8/21/78; WP 10/9/78
	(1) Would the proposed Department of Education offer "a coherent plan for the education of the American people" (according to John Ryor, president of NEA)?	ED 10/26/78
	(2) Would a Department of Education result in a "back-door" approach to education policymaking as feared by spokespersons for the AFT?	ED 10/26/78
	(3) Has President Carter's support for the proposed Department been the result of his desire to fulfill his campaign promise to NEA?	EUSA 1/29/79; ED 11/16/78; NYT 6/16/78

		(4) Will a unified cabinet-level Department of Education result in more efficiency and coordination in the management of education programs?	ED 2/13/79, 1/25/79, 9/6/78; EUSA 12/18/78, 8/14/78
		(5) Will the proposed Department of Education become primarily education-focused and lose other foci that underlay the creation of some programs and policies (such as OCR's civil rights policies)?	WP 10/9/78; ED 2/7/79; EUSA 2/12/79
		(6) Would the proposed department be "far more visible" and thus more easily subject to budget cuts?	EUSA 2/26/79
		(7) Is a reorganization of federal agencies administering education programs really needed (it will be expensive to accomplish)?	EUSA 2/19/79
		(8) What will be the effects of imposing a personnel ceiling on the department?	ED 9/21/78
		(9) Should child nutrition programs be administered by the proposed department?	ED 9/21/78
Indian education	d.	Should Indian education programs be transferred to the new Department of Education (if it is created)?	ED 9/20/78
National Center for the Arts in Education	e.	Should a National Center be created to coordinate information about the Arts and Humanities and to carry out a 10-year plan to improve education in the Arts and Humanities?	PDK 3/78

D. Plant

Asbestos	1. How severe is the problem of asbestos used in schools?	
	a. How widespread has its use been?	EUSA 1/15/79; WP 11/17/78
	b. How many children may have been exposed?	WSJ 12/22/78
	c. How costly will it be to replace existing asbestos?	ED 1/19/79, 3/8/79; EUSA 1/15/79
	d. How will it be paid for?	ED 2/12/79; WSJ 12/22/78; EUSA 11/27/78
	2. Has government been reacting adequately to the problem?	ED 1/19/79
Barriers to the handicapped	3. Are the regulations concerning barrier-free architecture for the handicapped being applied in an overly stringent manner?	PDK 2/78
Bus maintenance	4. Should states require continuous maintenance and inspection?	ED 1/15/79
Energy use	5. How significant a part of the cost of education is the cost of energy?	ED 2/7/79; EUSA 10/30/78
	6. How is most energy consumed?	
	a. Busing for desegregation?	ED 9/29/78
	b. Poor equipment?	PDK 10/78
	c. Poor building design?	EUSA 10/30/78

	7. What steps could be taken to improve energy efficiency?	
	a. Closing schools in winter and opening them in summer?	ED 11/16/78; EUSA 10/30/78
	b. Redesigning and retrofitting buildings?	EUSA 10/30/78
Federal land use	8. Should "perpetual use" restrictions be placed on surplus real estate acquired by schools or public health facilities?	ED 1/16/79
	9. Has the closing of central-city schools and the building of suburban schools required busing of many students and added significantly to the energy costs of schooling?	EUSA 10/30/78
	10. Should old school buildings be restored instead of destoryed, which necessitates new building elsewhere?	EUSA 9/25/78
School closings	11. Should the improvement of education be considered the only legitimate rationale for school closings?	PDK 9/78
Unusual uses of school buildings	12. Should school buildings be made available for senior citizens, day-care, or outpatient clinics when they are unused or underused, instead of being sold?	ED 2/9/79
	E. Reform and innovation	
Need for local involvement	1. Have national programs to promote educational change failed because reform must occur at local levels and be supported by local school "stakeholders?"	PDK 9/78; EUSA 9/4/78

Power sharing	2.	Are instances of power sharing among educators and parents/citizens extremely rare despite the rhetoric of citizen participation?	PDK 4/78
	F.	Coordination of services	
Federal organizations	1.	Are federal-level inter-agency coordinating groups effective ways to pool resources and decrease redundant efforts across agencies?	PDK 1/78, 9/78
State organizations	2.	Should states create organizations to promote communication and cooperation among the states, among private schools, and between private schools and state agencies?	EUSA 7/3/78

IV. Finance

A. Federal role

1. Role

Day care	a. Will expanded day care services occur only through expanded federal funding?	EU 10/16/78
Funding impact	b. What should the federal role be in financing elementary and secondary education?	CQ 1/27/79; ED 1/30/79
	c. What is the federal role at the present time, and what is the impact of federal support to education?	ED 12/11/78, 2/5/79 2/28/79; PDK 2/78, 9/78
Funding levels	d. Has federal support for education increased or decreased (in terms of per-pupil expenditures)?	CQ 1/27/79; WP 9/1/78; ED 9/14/78, 1/26/79, 2/1/79, 3/2/79; PDK 2/78
	e. What will result from increases or decreases in federal support?	ED 2/8/79; PDK 9/78
	f. What will result from the federal government assuming a greater share of the financing of education programs to ease local finances during times of declining enrollments?	ED 2/8/79
	g. Is increased federal aid the only way to save city schools?	ED 11/16/78
Restrictions	h. Will restrictions on uses of funds by SEAs hamper their activities?	ED 12/11/78, 3/9/79, 10/27/78; EUSA 2/12/79
Targets	i. Does the federal government discriminate against rural schools in spending?	WP 9/10/78

2. Allocation changes

Categorical programs	a. Are categorical programs expensive, and would requiring less regulation cut costs?	ED 3/2/79
City schools	b. What will result from the federal government dealing with the problem of poor education in the cities by subsidizing city schools?	EUSA 11/20/78; PDK 10/78
Illegal aliens	c. What will result from federal funds being allocated to provide free education to children of illegal aliens?	ED 9/18/78; WSJ 12/21/78
Impact aid	d. What will result from increases or decreases in federal impact aid?	ED 1/30/79, 3/2/79; CQ 10/7/78, 1/27/79
Indian education	e. What will result from increased federal funding for education of Indian children?	ED 3/6/79
PL 94-142	f. How much federal funding should be allocated to support implementation of PL 94-142?	ED 1/30/79, 3/2/79; N 9/4/78
School lunch program	g. What will result from the school lunch program being limited to poor and middle-income children?	N 1/29/79; ED 3/14/79
Title I	h. What are the implications of recent actions and proposals to change the ESEA Title I funding allocations?	
	(1) What will result from capping the state-operated programs at the 1979 levels?	ED 1/30/79, 3/7/79, 3/14/79
	(2) What will result from increasing the funding of concentration grants?	ED 9/26/78, 3/7/79

	(3) What will result from allocating funds according to student test scores?	ED 1/18/79; EUSA 11/27/78
	(4) What will result from allocating funds according to the 1975 Survey of Income and Education figures?	ED 10/2/78, 10/9/78; CQ 11/4/78
	(5) Does the need exist for an OE policy ruling on whether schools can get funding for disadvantaged handicapped children under both Title I and PL 94-142?	ED 11/16/78
Vocational education	1. Should federal support for vocational education come through increased funding of CETA, through comprehensive aid to vocational education, through career education funded under the 1974 Special Projects Act, or through some mix of these sources?	ED 2/23/79, 3/2/79; EUSA 12/11/78
	3. Use of funding/support	
Aid to private education	a. What are the implications of providing public support to private elementary and secondary education?	CQ 10/21/78; ED 1/17/79; EUSA 10/9/78; PDK 9/78; NJ 7/22/78; WSJ 12/14/78
	(1) Will it lead to increased competition between public and private schools and to greater declines in public school enrollment?	ED 12/14/78, 1/17/79, 2/14/79; NJ 7/22/78; EUSA 8/7/78, 10/23/78; PDK 5/78, 10/78
	(2) Will it increase opportunities for low-income and minority children, or will it merely provide tax relief to middle-income families?	PDK 3/78; NJ 7/22/78

	(3) Will it lead to increased segregation by class, creed, and color?	WSJ 2/14/79; PDK 10/78; NJ 7/22/78
	(4) What form of support would be considered most acceptable?	ED 1/17/79, 1/18/79; EUSA 10/16/78, 10/23/78; T 8/28/78
	(5) Is such support constitutional?	ED 2/20/79; NJ 7/22/78
	(6) What will result from the development and implementation of IRS regulations to remove the tax-exempt status from private schools found to be racially discriminatory?	ED 9/25/78, 2/12/79; NYT 12/11/78; WP 11/6/78; ED 10/17/78, 2/20/79, 3/1/79; EUSA 7/10/78, 11/6/78, 12/11/78
	b. Are federal categorical funds supplanting rather than supplementing local and state funds?	ED 9/14/78, 2/23/79, 2/27/79, 3/8/79
Maldistribution and misuse	c. Are ESEA Title I funds being used for general education?	ED 3/8/79
	d. Is there a failure to maintain comparability between Title I and nontarget schools (i.e., local funding should be invariant to Title I)?	ED 3/8/79
	e. Are few audits conducted in government education programs?	WSJ 12/18/79; ED 3/8/79
	f. Does impact aid go to too many legislative districts?	ED 9/28/78
	g. Have some SEAs misused federal categorical funds?	ED 1/19/79

	B. State and local role	
Decreasing federal control	1. What will result from the state and local education agencies being given more discretion in the way they spend federal funds?	ED 2/2/79, 2/14/79, 3/2/79
	2. Should federal education program funds be eliminated or greatly reduced, returning the money to the school districts with no strings attached?	ED 2/2/79, 2/14/79, 3/2/79
Local vs. state control	3. Are states funding an increasing share of education costs while the local share decreases?	ED 2/1/79, 2/28/79, 3/7/79
	4. Have federal dollars increased the power of SEAs over LEAs?	ED 2/1/79, 2/28/79, 3/7/79
	C. Distribution of costs and resources	
Equity	1. How equitable is the current distribution of educational resources and costs?	ED 2/5/79
	2. Can disparities be removed as a result of school finance reform?	ED 1/19/79; EUSA 10/30/78
General aid	3. What are the implications of providing general aid to education to reduce interstate disparity?	PDK 5/78, 9/78
	a. Will disparities in educational expenditures and educational services be reduced?	
	b. Will the overall tax burden among households be increased?	

	c. Will the distribution of the tax burden among segments of the population be shifted?	
Litigation	4. Will school finance litigation broaden in scope to move from the goal of "fiscal neutrality" to trying to ensure that "special needs or interests" are properly protected?	ED 2/19/79
	D. Level of costs	
Energy costs	1. How much are rising energy costs contributing to the financial crisis, and what techniques are most effective in reducing energy costs?	EUSA 11/20/78
Financial crisis	2. How serious is the current financial crisis facing the schools?	EUSA 11/20/78; N 9/25/78; PDK 2/78, 10/78; T 9/18/78
	a. Have school costs increased more rapidly than inflation?	EUSA 11/20/78; PDK 9/78
	b. What is the relationship between revenue availability and demands for educational services?	ED 11/13/78, 2/5/79
	c. Are citizens providing less support for education (in terms of the proportion of per-capita income given up in federal, state, and local taxes)?	EUSA 11/20/78, 12/4/78; PDK 2/78, 9/78; N 9/25/78
	d. Is educational finance a Number 1 priority in most states, or is it lower?	EUSA 9/4/78, 12/4/78

	e. Have economic problems made it nearly impossible for public education to perform its traditional role?	EUSA 11/20/78
	f. Are the tax burdens of providing public services, including education, greater in cities than in other areas?	PDK 10/78; WSJ 1/19/79
Financial prognosis	3. What is the prognosis for school financing in the future?	EUSA 7/31/78, 8/14/78, 9/25/78; ED 1/30/79
	a. What will be the results of taxpayer revolts and spending limitations?	ED 10/18/78, 11/13/78; EUSA 10/23/78, 11/6/78; 11/20/78; NYT 1/23/79; PDK 9/78, 10/78
	b. Why has the taxpayer revolt occurred?	EUSA 11/20/78, 2/5/79; PDK 2/78, 9/78; N 9/25/78
	c. Why have voters increasingly rejected additional support for education?	PDK 2/78, 9/78; N 9/25/78
	d. In what ways could educational quality be maintained/improved without raising taxes?	ED 11/13/78
	E. Methods of revenue collection and distribution	
Income taxes	1. Will a switch to an income tax base improve the current financial problem?	ED 9/19/78, 1/18/79; EUSA 7/3/78, 7/31/78; WSJ 1/9/79
Property taxes	2. Is reliance on property taxes to support education a critical part of the current financial problem?	ED 9/19/78, 1/18/79; EUSA 7/3/78, 7/31/78; WSJ 1/9/79

F. Decisionmakers

Courts	1. Are specific reform techniques, such as "power equalization," satisfactory to the courts?	HER 5/78; EUSA 7/31/78; PDK 10/78
Special interests	2. Is school finance reform in conflict with special considerations for special needs populations?	HER 5/78

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